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A GENERAL PLAN

HARSTAD ASSOCIATES INC.

ENGINEERS • PLANNERS

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1965



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GENERAL PLAN
BENICIA, CALIFORNIA
February, 1965

The preparation of this report was financed in part through an Urban Planning Grant from the Housing and Home Finance Agency, under the provisions of Section 701 of the Housing Act of 1954, as amended.

HARSTAD ASSOCIATES, INC.

Washington

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California

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February, 1965

2512 SECOND AVENUE SEATTLE, WN. 98121

Benicia Planning Commission
City Hall
Benicia, California

Gentlemen:

We, your planning consultants, take pleasure in presenting this report. It outlines a general plan to aid you in guiding the future growth patterns in and around the City of Benicia.

As growth occurs in your community, sizable public expenditures will be required for streets, schools, parks, utilities and other improvements. It is the purpose of this plan to guide growth in such a way as to insure wise use of these funds and that your city will become an even more desirable place in which to work, to shop and to live.

The studies upon which this report is based have been carried out over the past two years. The interest and cooperation of citizen groups, businessmen and leaders in local government, together with the continued efforts of the individual members of the Benicia Planning Commission, have made the report possible.

Your favorable consideration and adoption of this plan are respectfully recommended.

Very truly yours,

HARSTAD ASSOCIATES, INC.

Ronald Thompson
Chief Planner

RT:clr

Staff

Bruce Laing

W. R. Gilchrist
Paul Tschirley

Eunice Wolf
George Vulgares

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BENICIA, CALIFORNIA

Benicia is located in the northeastern part of the San Francisco Bay region. The present day town is a quiet, old fashioned town which reflects its colorful history, but, on the surface, gives little indication of its potential future. The Bay region has been experiencing tremendous growth over the past years and, as available vacant land is filled to accommodate that growth, Benicia stands directly in the line of the expansion. It is within commuting distance of the large metropolitan centers to the south, there is an extensively developed industrial site within its city limits, the dock facilities can handle ocean going vessels, vast expanses of vacant land await development--all these factors combine to make Benicia a city with a future.

HISTORY

The townsite of Benicia was originally a part of the large land holdings deeded to General Vallejo in 1844. Dr. Robert Semple and Thomas Larkin purchased the Benicia property on May 19, 1847, for \$100. The land was negotiated in joint contract with the intent of promoting a new residential city. Dr. Semple started the state's first newspaper, "The Californian", and descriptively advertised the merits of the site through this medium. On the other hand, Mr. Larkin became involved in the development of San Francisco, restricting the promotional efforts of his former partner through neglect of his Benicia holdings.



The town developed rapidly between 1848 and 1853 during the Gold Rush. Within this five year period the town produced California's first steamship (August, 1849), built the state's first Protestant Church (April, 1849), instituted the Pacific Coast's first U. S. Army Arsenal (1849), became the Federal Port of Entry (1850), constructed the state's first Masonic Temple (1850), founded four institutions of higher learning, and hosted the State Legislature for one year (1853).

During the mid 1850's, the town entered an economic depression which resulted in the exodus of the educational institutions and many of the town's entrepreneurs. However, by the end of the next decade, the town was again progressing, boasting five new tanneries, a large flour mill and a salmon cannery. In the 1870's the adjacent hills were planted in vineyards which produced approximately 15,000 gallons of wine per year.

The transcontinental railroad system entered Benicia in 1879 stimulating industrial activities with particular emphasis on shipbuilding. Thus, Benicia, gained an early start on the California scene, but progressed in a rather sporadic manner. The arsenal created growth and opportunity during times of national conflict, but the military center slackened its activities during times of peace. Yuba Manufacturing has been an integral part of the town's small industrial complex for several decades. However, it also relies heavily on military defense spending. Other industries have come and gone, but the changes have resulted in little total gain in civilian industrial activity.

Benicia held the position as one of the West Coast's major commercial fishing centers until the recent slack in the coast's activities. The slack was caused by legal restrictions and by foreign competition.

Today, the adjacent hills are no longer covered with vineyards, most of the private harbor facilities are in ruins, the Arsenal establishment stands vacant and practically deserted. Many old buildings and houses of the town stand in relatively good repair, reflecting exciting glimpses of Benicia's splendor and glory. This unique little town stands on the threshold of a prosperous future with a rich asset in its glorious past.

CLIMATE

Mildly wet winters and warm summers with a relatively slight range of annual temperature characterizes the Benicia climate. The summer temperatures are warm but rarely hot while the winter months experience only an occasional freeze. Seventeen to eighteen inches of annual rainfall occur in the winter months with the months of May through October typically clear and bright. Morning fog occasionally hampers activities during the winter months; however, a prevailing wind generally keeps the area relatively smog free. This mild climate with a minimal smog problem is one of Benicia's most beneficial natural resources.

TOPOGRAPHY

There are some serious topographic problems within the Benicia area.

The undeveloped area north of town is dry and mountainous. It is in this difficult terrain that most of the future residential growth will occur. Care must be exercised here in order to avoid slides and erosion when the land is disturbed to prepare for the erection of homes.

Considerable amounts of marsh land are found to the east of the Arsenal property. Much of this land can be reclaimed for industrial use if and when the need arises.

The remainder of the town ranges from level dry land to hilly slopes. There is no unmanageable problem here that will hinder development to any great degree.

SOILS

Among the variety of soils within the study area, the two most extensive are the Los Osos Clay Loam and the marsh land.

Los Osos Clay Loam covers most of the study area and is characterized by brown or dull-brown surface soil from eight to twelve inches thick. The sub-soil, to a depth ranging from twenty-four to forty inches, is a dull or dark brown of much the same material and texture as the surface soil except that it is more compact. The lower two to four inches of the sub-soil contains partially weathered fragments of shale or sandstone.

Recent soil tests in an area northeast of the freeway overpass at Gucker Lane revealed the following conditions: The surface soil consists of stiff to very stiff dark brown silty clay and extends to depths varying from one to fifteen feet; in general, the thicker deposits of silty clay are found in draws and low lying portions of the region; the silty clay surface soil is underlain by shale, sandstone and siltstone formation with the upper two to five feet usually weathered; natural soils below the depth of six inches have high strengths and are low in compressibility. These soils are capable of supporting both embankment and structural loads without detrimental settlement provided sound soils engineering practices are followed. The surface soils are medium to high in plasticity and potentially expansive.

There are two areas of filled marsh land or "made land" within the Benicia city limits. One of these is located at the warehousing area of the Arsenal and includes Warehouses No. 8 and No. 10 along with the level trackage and open storage areas adjacent to them. The other reclaimed marsh land area extends from the shop area of the Arsenal, west, between the shoreline and East H Street to East Second Street. Structures built upon this land in the shop area of the Arsenal have experienced extreme and irregular settlement even though the foundation material totals more than three feet in some locations. Investigations by the U. S. Army Corps of Engineers indicate that the reclaimed

land is underlain with a stratum of bay mud. The depth of this highly unstable material varies but in some locations it exceeds one hundred feet.

In the event the present marsh land east of the Arsenal is scheduled for development, it must be remembered that such ground will not support heavy loads and, therefore, the establishment of uses must be governed accordingly.

ECONOMY

PAST TRENDS

The natural advantages of Benicia's location on the deep water channel, which joins the Sacramento River with San Francisco Bay, have attracted many industries during the city's 117 year history. Tanneries, fish canneries, fruit and vegetable processors, a creamery, a flour mill, a brewery, metal fabrication plants and an army ordinance depot have all operated in Benicia. Today only one of these, a metal fabrication plant, remains in operation. The decline of salmon and sardine runs, fluctuations in the hide market, the stock market crash of 1929, periodic water shortages in the city, poor highway access, and competition from other industrial sites in the Bay area have all contributed to the decline of industry in the Benicia area.

The Benicia Arsenal was an integral part of the area's economy since 1849. During the twenty year period from 1942 to 1962 the Arsenal was the major employment center in the city. In 1961, control of the Arsenal was transferred to the U. S. General Services Administration. This agency announced in August, 1961, that the Arsenal had been declared surplus property with its operations to be phased out by spring of 1964. The installation closed its gates on August 31, 1963, and only a small detachment remains as caretakers.

The cessation of employment at the Arsenal during the recent years has been reflected in other segments of the city's economy. Data on the number of business establishments and taxable sales presented in the following page graphically show that the trend has been declining. It must be remembered that no adjustment was made for the inflationary value of the dollar.

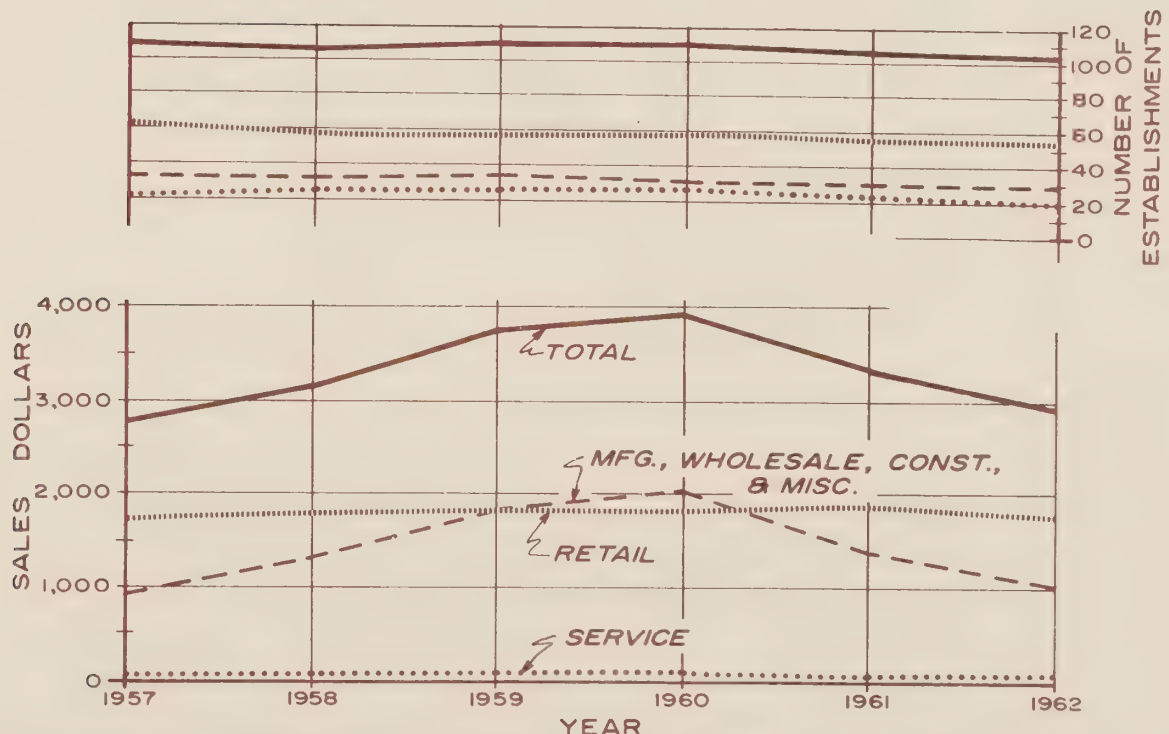
ECONOMIC POTENTIAL

The trends discussed above would, if taken alone, foretell a dismal economic future for the city; however, several factors indicate that Benicia is on the brink of a period of dynamic growth.

1. Bay Area Expansion

Benicia is a part of the nine county San Francisco Bay Urban Complex and, as such, its growth will be influenced by the growth trends of that region. A comprehensive study of the San Francisco Bay area published by the U. S. Department of Commerce in December, 1959, indicates that the regional economy is healthy, diversified and expected to experience continuing growth over the next seven decades. The economic growth will necessitate an expansion of the amount of land used for residential, commercial and industrial purposes. The Department of Commerce has predicted that Benicia's urban area will expand to the west along the freeway to Vallejo by 1970, and that by 1980 much of the land between the freeway and Lake Herman Road will be developed.

NUMBER OF RETAIL ESTABLISHMENTS AND
RETAIL SALES 1957-62
Benicia, California



SOURCE - STATE OF CALIFORNIA, BOARD OF EQUALIZATION, DIVISION OF RESEARCH AND STATISTICS.

2. Access

Recent freeway construction in the Benicia area has substantially improved the accessibility between Benicia and the other Bay area communities. Interstate Route 680 between Benicia and Vallejo provides a direct connection to Interstate Route 80 (U. S. 40) and the Bay area communities which it

serves. The Benicia-Martinez Bridge links Benicia to the industrial complex in northern Contra Costa County, Oakland and other East Bay cities south to San Jose. Construction is now underway on Interstate Route 80 (U. S. 40) between Benicia and Cordelia. This highway will give Benicia direct access to Sacramento and will attract Sacramento traffic originating in Contra Costa and Alameda Counties.

These freeway improvements have placed Benicia directly in the path of the Bay Area expansion discussed above, and they open the door for the city to share in this growth.

3. Availability of Industrial Land

The land use projections of the U. S. Department of Commerce indicate that in the North Bay counties new industrial uses will absorb nine square miles of land between 1960 and 1970, and an additional four square miles from 1970 to 1980. This projected industrial expansion will probably include the following industries:

- Chemical and petrochemical
- Business machines and electronics
- Food products
- Packaging and containers
- Steel manufacturing
- Aluminum fabrication
- Industrial equipment and machine manufacturing

The amount of land in Benicia available for industrial use has been greatly increased in recent months due to the following actions: (1) the title to lands in the reclamation area adjacent to the Carquinez Straits has been cleared and the property purchased by an industrial development corporation; and (2) the city is in the process of acquiring the Benicia Arsenal from the General Services Administration with the intention of developing the site as a planned industrial district. These two areas will provide approximately 2,000 acres of industrial land within Benicia. This potential industrial land has two miles of water frontage (including excellent dock facilities) on Carquinez Straits and is served by freeway and rail facilities running through the site. This combination of transportation facilities and the numerous industrial buildings located within the Arsenal should place Benicia in a highly competitive position for attracting industry.

A study of the proposed industrial site on the reclamation area was conducted by the Bechtel Corporation in 1961. This study indicated that the site is suitable for a combination of heavy industry, light industry and warehousing. The site is considered appropriate for one or more of the following industries: paper plant; sugar refinery; glass manufacturing; ore handling facility; chemical and

petrochemical plants. In 1962 the city authorized a study of the Arsenal to determine its suitability for use as an industrial district. The report states that the Arsenal site is best suited for industries which manufacture or process products of low value and high bulk such as chemicals, packaging and containers, food processing, refractory and ceramics products, and fabricated metal products. It is significant that both of these recent studies indicate that Benicia's industrial land is suitable for many of the industries which are expected to expand in the San Francisco Bay region.

The impact of full industrial development of potential properties in Benicia would provide a tremendous economic and employment boost to the community; even minimal development will create a great change in the economic structure of the area. Numerous estimates have been made of the employment potential created by this industrial property and the one chosen for this report is contained in the proposed Master Lease for the use of the Benicia Arsenal Surplus property, between the City of Benicia and the prospective renters. That lease contains the following schedule and it shall be considered as the minimum base upon which to estimate the future expansion of the Benicia area.

INDUSTRIAL EMPLOYMENT BENICIA ARSENAL

<u>Time Span</u>	<u>Employees</u>
0 - 18 Months	400
0 - 30 Months	800
0 - 42 Months	1,200
0 - 54 Months	1,600
0 - 60 Months	2,000

The terms of the lease which is to be executed in 1965 provides that at least 2,000 persons will be employed at the Arsenal site by 1970 or the lessors will be heavily penalized.

Estimates of ultimate employment forecast an eventual 8,500 employees; however, it is felt that a more realistic figure would be 6,000 employees by 1995. This is based upon the assumption that an additional 1,000 jobs will be provided in every five year period after 1970. By using these estimations, the economic impact to the Benicia area can be calculated (on the basis of current values) from the following table:

PROBABLE ECONOMIC CHANGES*
PER 100 NEW INDUSTRIAL JOBS PER YEAR

359 More People
91 More School Children
100 More Households
65 More Non-Manufacturing Jobs
3 More Retail Establishments
\$710,000 More Personal Annual Income
\$229,000 More Bank Deposits
\$331,000 More Retail Sales
97 More Registered Passenger Cars

4. Tourist Trade

The State of California Division of Beaches and Parks has acquired 128 acres of land at Southampton Bay for the purpose of developing a waterfront park. Although this proposed recreation area is to be water oriented, the Division of Beaches and Parks has planned a variety of facilities in order to encourage year-round use of the site. Proposed improvements include a water fowl study area, boat launching ramps, a still water boat basin for the young and inexperienced sailors, a conventional picnic area, a boat oriented picnic area, a fishing pier, and overnight facilities for transient boats. The target date for completion of the project has been set for the summer of 1965. The Division of Beaches and Parks anticipates an annual attendance of two and one-half million persons per year within the first ten years of operation. This figure is proposed as a conservative estimate and the Division of Beaches and Parks points out that the proposed facilities will be capable of an annual visitation of several times that estimated attendance figure.

The State of California has suggested the establishment of an historical monument and park site within the boundaries of the Arsenal. There are several buildings within the Arsenal which are in excellent condition and which have definite historical significance. Tentative plans prepared by the Division of Beaches and Parks include the following elements: historical buildings and structures in restored condition; small arms museum; collection of historical military field pieces; picnic area; day use area; public parking lots; gatehouse for visitor reception and registration; administration building; residence for park superintendent; and a utility yard. The feasibility of moving the artifact repair and exhibit construction section of the Division of Beaches and Parks from its present limited quarters in Sacramento to the Arsenal site has been discussed. It has been estimated that a properly developed historical complex in the Arsenal would attract two million visitors annually. In recent months some differences have arisen between the City of Benicia and the Division of Beaches and Parks over the amount of land which can be devoted to such a park. It is to be hoped that for the best interests of the

*"What New Industrial Jobs Mean to a Community", Chamber of Commerce of the United States, 1962.

city and the tourist industry some solution can be found to pave the way for the creation of a park such as anticipated. These new facilities could add substantially to the tourist attraction already in existence because of Benicia's rich historical heritage.

The old building which served as the Capitol of California in 1853 was acquired by the State in 1951 and, after an extensive restoration, it was opened as a State Historical Monument in 1958. During 1964, 22,885 persons visited this historical treasure; this brought the total number of visitors since 1958 to 157,005 persons. Other historical restoration is discussed in the Central Business District section of this report.

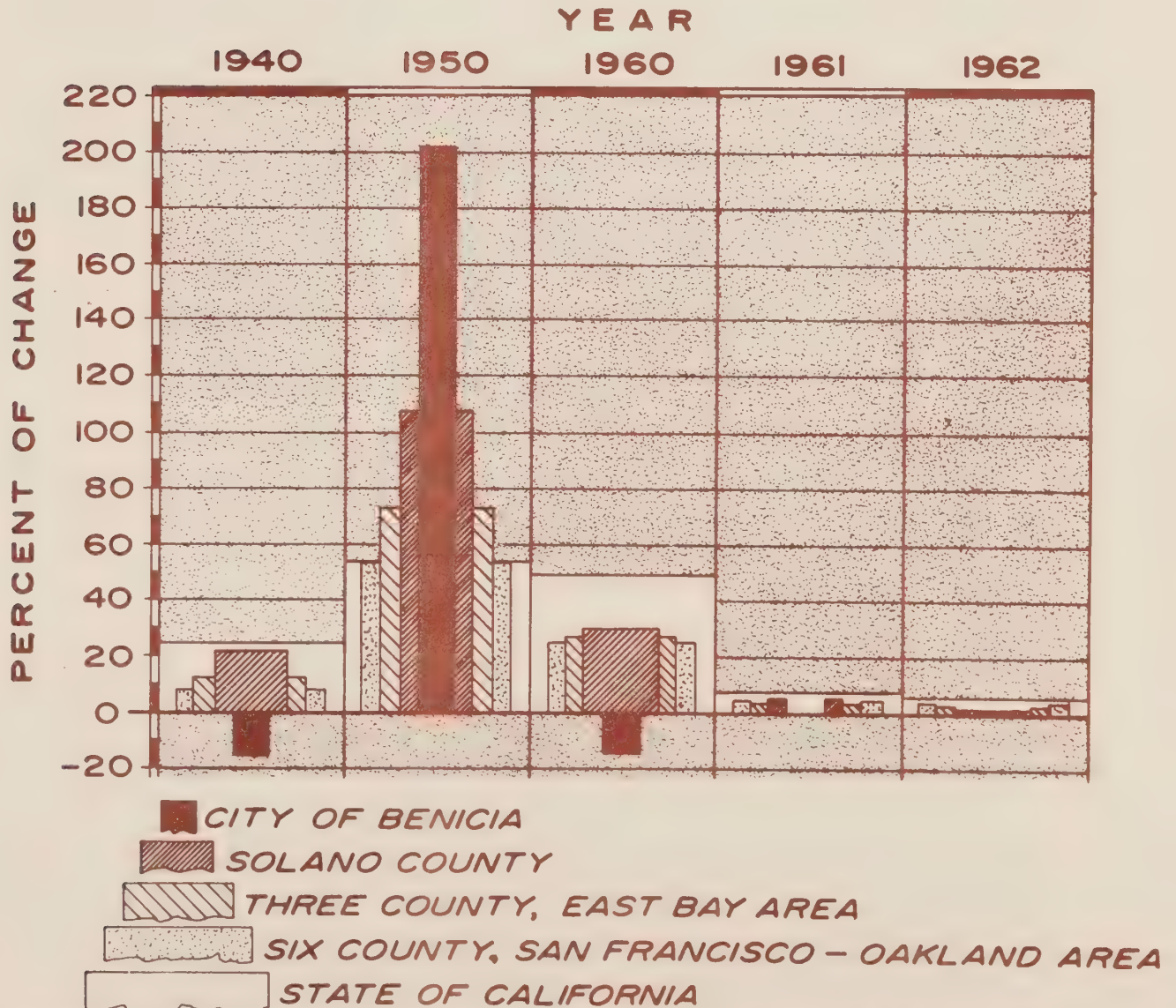
The U. S. Department of Commerce estimates that the average tourist spends ten dollars a day, and that local day users of park facilities spend between two and three dollars a day in the community. A survey of visitors to five state parks in Santa Cruz County during the summer of 1962 revealed that the average expenditure per visitor was approximately \$2.30 per day. Assuming the combination of tourist attractions discussed above will draw two and one-half million visitors annually (the estimate for Benicia Beach State Park alone) and assuming visitor expenditures are similar to those experienced in Santa Cruz County, then Benicia's tourist industry will total \$5,750,000 annually.

POPULATION

HISTORIC TRENDS

From 1890 to 1940, Benicia's population fluctuated between 2,300 and 2,900 people. During World War II, the population rapidly reached a high point of approximately 8,300 residents in 1944. The population declined after the war and it was not until

PERCENTAGE POPULATION CHANGE
SELECTED CALIFORNIA AREAS
1940 - 1962

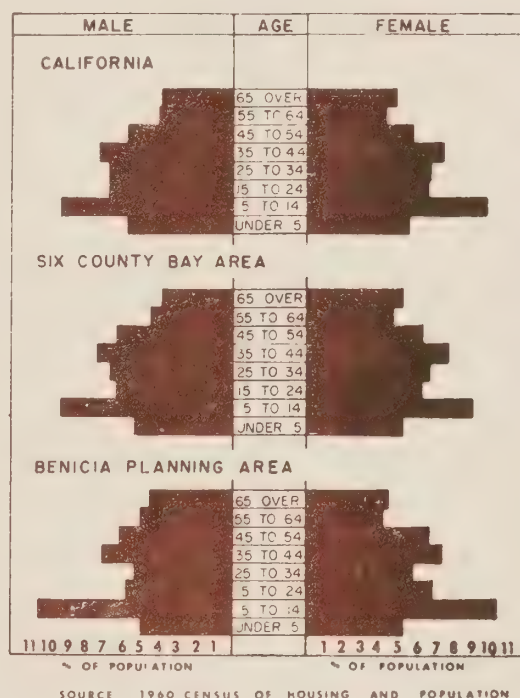


SOURCE: U.S. CENSUS BUREAU & STATE OF CALIFORNIA ECONOMIC DEVELOPMENT AGENCY.

the Korean conflict that the city experienced another period of rapid growth. From 1956 to the present, Benicia's population has been slowly decreasing, and in the fall of 1964 a new census showed 6,450 residents. The preceding table shows the population changes from 1930 to 1962 for larger areas in which Benicia is located. Each of these has shown continuing growth in contrast to the alternating growth and decline experienced in the Benicia area.

POPULATION CHARACTERISTICS

The opposite graph shows the age and sex characteristics of the population in the Benicia area, the San Francisco Oakland Metropolitan Statistical area and the State. The general distribution patterns are quite similar in all three areas. Benicia has a slightly higher percentage of its population in the five to fourteen year age group than the two larger areas, and, as will be seen later, this higher percentage is reflected in school enrollments. The percentage of population in the twenty-five to thirty-four year age group is smaller in Benicia, a fact that can be related to the low employment opportunities in Benicia.



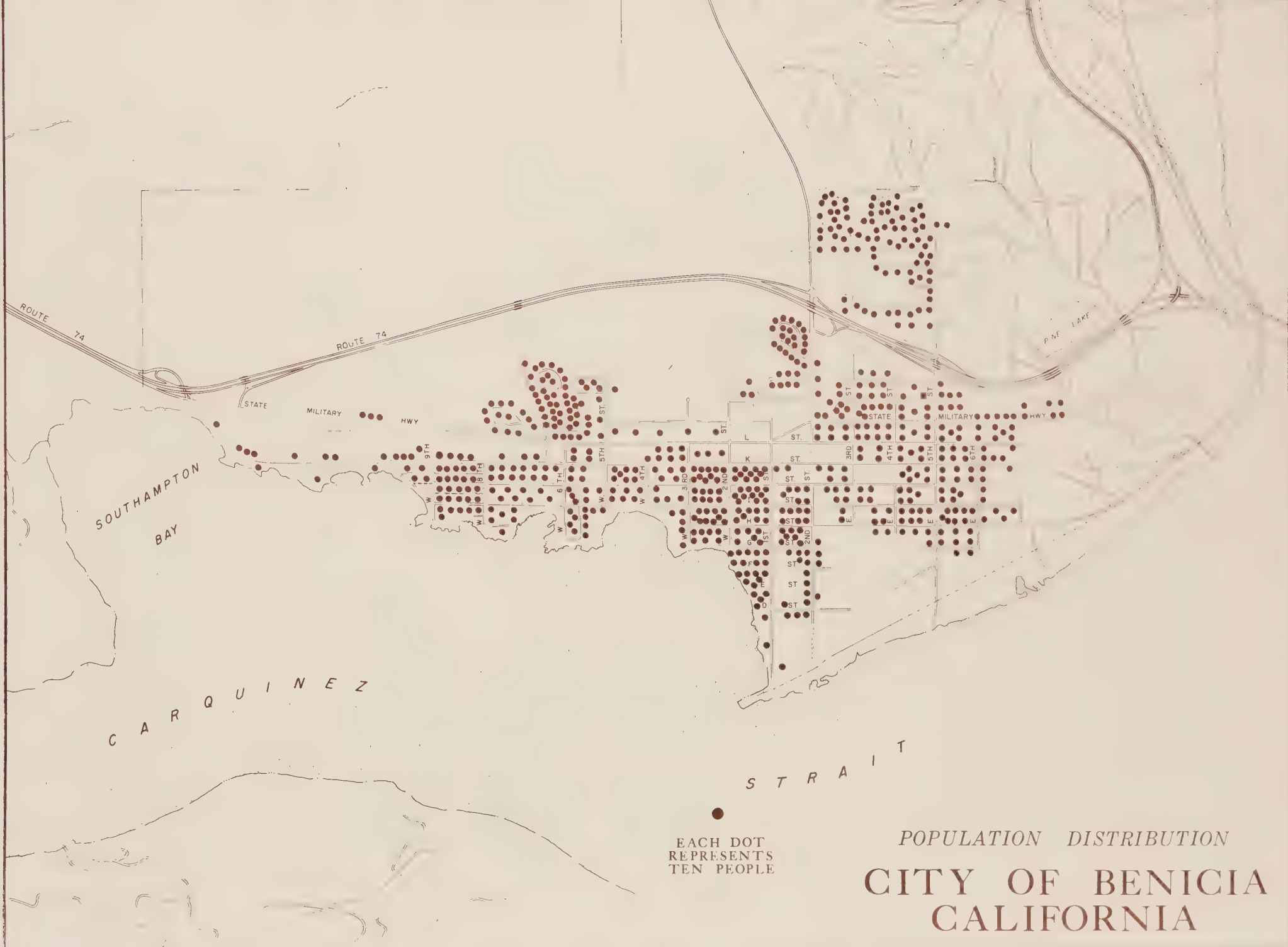
MIGRATION

The fluctuations in Benicia's population can be traced to the increases and decreases in employment at the Arsenal and the Yuba Manufacturing Company. World War II and the Korean War brought increased activity in these two military oriented employment centers and upon cessation of the conflicts, workers were forced to leave Benicia in search of other employment.

PLACE OF RESIDENCE IN 1955 OF PERSONS RESIDING IN BENICIA IN 1960

<u>Place of Residence</u>		<u>Number of Persons</u>
Same house as in 1960		2,629
Different house in U. S. A.		2,886
San Francisco	65	
Other part of six county area	2,104	
Outside six county area	717	
Abroad		86
Moved since 1955, residence not reported		23

Source: U. S. Bureau of Census, 1960.



As may be seen on the preceding table, approximately 45 per cent of Benicia's population moved there between 1955 and 1960. Since the population has decreased during that period, an even greater number of people moved out of the area. The most recent census (November, 1964) shows Benicia's population slowly gaining with a 6.3 per cent increase in residents occurring over the past four years.

This in and out migration of industrial workers has a greater impact upon the community than their numbers indicate. Retail and service businesses are opened to meet the increased demand and closed when industrial employment wanes; schools are overcrowded during a population increase, and the new facilities built to meet the demand are not fully utilized when the population decreases. Similar problems are faced in providing other community services.

FORECAST

The Benicia area population has decreased since 1955, but an upward trend is already evidenced by the latest census. Continuing growth in the Bay area, improved freeway access to Benicia, the availability of industrial land, the tourist trade potential, the assembly of land by subdividers for residential development, and recent municipal projects all tend to indicate that Benicia is entering a period of rather rapid growth.

Many population forecasts have been made for the Benicia area in recent years. The range of these predictions is quite wide and thus far all have proven to be too high; however, in light of the anticipated industrialization of the Arsenal and other properties, a substantial population increase will undoubtedly take place. By 1980, some of the following estimates may be valid.

ESTIMATES OF FUTURE POPULATION, BENICIA AREA

1960 to 1990

(Population in Thousands)

<u>Forecaster</u>	<u>1960</u>	<u>1965</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>
U. S. Dept. of Commerce	12.0	--	13.0	--	27.0	--	40.0
State Dept. of Finance	7.6	10.0	13.0	16.0	19.5	--	--
S. F. Rapid Transit Authority	12.0	17.0	21.0	29.0	38.0	--	--
Benicia Gen. Plan - 1959	7.6	10.0	13.0	--	19.5	23.0	--
Larry Smith & Co. (Low)	--	10.2	20.1	33.1	46.4	--	--
(High)	--	11.3	22.6	38.1	53.9	--	--

It should be noted that the four estimates made before 1960 all anticipated a larger population in 1960 than actually occurred. This is probably due to the unforeseen decrease in Arsenal employment.

By using the available information on the number of industrial jobs that will be created and by applying the Economic Change Table found on page 7 of this report, we have made a population projection based upon the following assumptions:

The industrial employment projections will follow the schedule as spelled out in the Master Lease between the City of Benicia and the developers of the Arsenal.

The rate of non-industrial jobs will remain constant as indicated by the U. S. Chamber of Commerce, thus there will be 65 non-manufacturing jobs created for every 100 new industrial jobs.

Residential housing will grow to meet the increasing needs of the community and the financial resources of the industrial workers.

Household size will approximate 3.3 members per family.

Twenty per cent of the employment opportunities created will be filled by married women of the added households.

POPULATION FORECAST BENICIA AND VICINITY

Year	Industrial Employment		Other Employment		Number of Households		Population	
	Median	High	Median	High	Median	High	Median	High
1965	-	-	-	-	1,955	-	6,450	-
1970	2,000	3,000	1,300	1,950	4,595	5,915	15,160	19,520
1975	3,000	4,500	1,950	2,925	5,915	7,895	19,520	26,050
1980	4,000	6,000	2,600	3,900	7,235	9,875	23,875	32,590
1985	5,000	7,000	3,250	4,550	8,555	11,195	28,230	36,940

This population project should be regarded as conservative as only the impact of the added employment at the Arsenal site has been considered. With the large land development planned for Benicia and the rapidly decreasing amounts of residential land in the area, some additional residential growth can be expected.

EXISTING LAND USE

At the time the land use survey was conducted, the City of Benicia contained 5,330 acres with 4,395 acres in land area; since that time annexation has increased the area. The planning study area was determined to be 27,600 acres of which there were 14,671 acres of dry land. The majority of this land stands vacant or else is being used for grazing. The General Plan, found later in this report, does not detail all of the area as it was felt that only that which might reasonably be developed by 1985 should require detailed planning.

LAND USE AREAS Benicia and Vicinity

<u>Land Use Category</u>	<u>Acres</u>	<u>% of Developed Land (except Arsenal)</u>
Single Family Residential	271	23.0
Two-Family Residential	29	2.5
Multi-Family Residential	21	1.8
Retail and Services	16	1.4
Heavy Commercial & Light Industry	22	1.9
Heavy Industrial	10	1.2
Schools	81	6.9
Parks	348	29.6
Right-of-Way	306	26.0
Other Public or Semi-Public	72	6.1
Arsenal Land	1,607	

RESIDENTIAL

Almost all of the residential development has occurred south of the new freeway, although there is a rather large subdivision north of the highway and east of Second Street. Homes in Benicia are somewhat scattered and even the oldest portion of town is not fully developed. There are many old houses which in some cases are almost museum pieces. The 1960 Census showed that more than forty per cent of all the housing units in Benicia were built prior to 1940. The older houses reflect the boom days which occurred around the turn of the century.

The older portion of the town lines south of L Street and here the street pattern is of grid iron design with the lot sizes varying from less than 4,000 square feet to over one-half an acre. Duplexes are intermingled with single family houses throughout the entire town. Most of the apartment buildings are located within a two block radius of the Central Business District.

-  AGRICULTURE & VACANT
-  RESIDENTIAL
-  PUBLIC & SEMI-PUBLIC
-  COMMERCIAL
-  OPEN STORAGE & PARKING
-  WAREHOUSES
-  INDUSTRIAL
-  BUNKERS & REVETMENTS
-  PARKS, RECREATION & CEMETERIES

EXISTING LAND USE 1964
(generalized)
CITY OF BENICIA
CALIFORNIA



 
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COMMERCIAL

Most of the existing commercial enterprises are found in the Central Business District of Benicia. This area will be discussed in detail later in this report as it is one of the major problem areas for the city.

Two other small commercial areas have been developed in the town. One is the modern supermarket which stands at L Street and Sixth Street. This development forms the foundation for a neighborhood shopping center which can serve the inhabitants of the western end of the city. The other area is scattered about the corner of M Street and Fifth Street. Most of the commercial buildings are old and many are vacant. This area is typical of many an old tourist oriented corner which has been by-passed by the freeways. While it is presently deteriorating it must be pointed out that the area is well located for a potential shopping center to provide the residents of the eastern portion of Benicia and the industrial workers from the Arsenal with their daily requirements.

INDUSTRIAL

In view of the industrial growth expected in Benicia within a very short time, we will not dwell in great length upon existing conditions; it should suffice to say that there is a metal fabrication plant, a small boat building company and an enormous vacant arsenal at the time of the land use survey. Planned industrial areas, civilian industrialization of the Arsenal, and expansion of the present industries will completely change all the present development within the next decade.

AGRICULTURE

The majority of the agricultural land is used for grazing with a small amount of dairy and grain farming. As residential expansion takes place, it is to be expected that there will be little or no agriculture uses within miles of the town. The only areas that may remain agricultural will be north of the Lake Herman area and these will probably be minimal. The present quite pastoral scenes will be only a memory in the future.

PUBLIC AND SEMI-PUBLIC

Public uses will be treated in detail in the next section; here we deal only in comparative areas and general locations.

The percentage of parkland to the developed land is very high as compared to other U. S. cities. This is due to the large State Park located within the city limits. The rest of the parkland is below the national average of available area in comparison with the population.

The land in right-of-way is comparatively high, but considering the age of the plats it is not excessive. New, contour platting by design-conscious sub-dividers generally has about twenty-two per cent of the land devoted to streets.

The largest portion of the other public or semi-public lands is found in and around the Central area of the city. The newer schools are on the outskirts of the town, but as the urban area expands they soon will be in a generally centralized location.

PUBLIC FACILITIES

SCHOOLS

There are five schools operated by the Benicia Unified School District and one parochial school. Private schools are outside the realms of this study and, therefore, will not be used in the calculation of future school requirements. The public schools include one high, one intermediate and three elementary schools. Their locations and the elementary service areas are shown on the following map. All of the schools are presently operating near capacity and, if only nominal growth occurs in the next few years, present facilities could be expanded to handle the student load; however, much more than nominal growth is anticipated.

The next major improvement to be added to the system is to be added facilities at the senior high school. A gymnasium-auditorium, athletic field, and other features will be installed soon. Other improvements will be added as the need arises.

The following table shows the load situation in the schools at this time:

STUDENTS AND FACILITIES, 1964

<u>School</u>	<u>Enrollment</u>	<u>% of Total</u>	<u>Capacity</u>
ELEMENTARY	727	47.8	930
Robert Semple	205		310
Mills	348		375
Mary Farmer	174		245
INTERMEDIATE	328	21.5	340
SENIOR HIGH	467	30.7	520
TOTAL ALL SCHOOLS	1,522	100.0%	1,790

Although this study does not intend to forecast school enrollment, it is, nevertheless, necessary to determine the future school needs in relation to the proposed General Plan and to the projected population. A general indication of future needs can be



EXISTING PUBLIC FACILITIES

CITY OF BENICIA CALIFORNIA

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gained by applying the projected population to the adopted school standards in relation with the present day student composition. Currently 29.5 per cent of the population are enrolled in public schools; of these children 47.8 per cent are in elementary school, 21.6 per cent are enrolled in the intermediate grades and 30.6 per cent are in high school.

The Benicia School District has recently adopted a set of standards which they intend to apply to all new schools within the district. These are an excellent example of the methods which should be applied to school planning.

SCHOOL STANDARDS

<u>Type of School</u>	<u>Area per School</u>	<u>Enrollment per School</u>		
Elementary School	5 acres minimum plus 1 acre/100 students	Desirable	-	500
		Maximum	-	600
Intermediate	15 acres minimum plus 1 acre/100 pupils	Desirable	-	800
		Maximum	-	1,100
Senior High	30 acres minimum plus 1 acre/100 pupils	Desirable	-	1,100
		Maximum	-	1,500

Six elementary schools, an additional or enlarged junior high and an additional or enlarged senior high school will be required by 1975 if the projected population figures are true. By 1985 the total requirements will be nine elementary schools occupying ten acres each; two intermediate schools with between twenty to twenty-five acres each; and, two senior high schools with forty acres each. The school officials are contemplating the idea of making one of the senior high schools a vocational type of school with the other to specialize in academic subjects.

In anticipation of this growth the School District has applied for Federal monies to finance preliminary plans for new facility construction. The district also intends to prepare a projection of future needs. In addition, the County is considering a proposal to establish a junior college, its possible location unknown at the present time.

PARKS

There are currently 16.2 acres in the seven municipal parks which are administered and maintained by the City of Benicia. Of this acreage, 12.8 acres are located within a two block distance from the business district and an almost impossible walk for many of the children of the town. The Duncan Graham Park is located in an area where it can serve as a neighborhood playground. At the present time there is ample open space for the children of the town to use for a play area, but as the vacant lots are developed a shortage of space will occur.

In order to adequately plan for a good park and recreation program for the City of Benicia, it is necessary to determine the type, extent and location of the various facilities which will be needed.

A neighborhood park is essentially the playground for all ages within easy walking distance of its patrons. It should contain play equipment, open space for games, landscaping and benches for the use of the more passively inclined. There should be about seven acres of neighborhood type park land for each 1,000 people. This area standard includes some of the school play areas generally found in the neighborhood. The municipality should be expected to provide and maintain about one-half of this requirement in order to meet the minimum needs of its citizens, providing the schools are providing the other half of the standard. The neighborhood park requirements for the City of Benicia in 1964 should have been around 45 acres; in 1975 the acreage should be 136.5 acres and by 1985 the total will reach 197.4 acres.

A community park is one which is intended to serve a large number of people with facilities for organized sports, picnic areas, and other play equipment. These facilities can be such things as fields for baseball, softball, football, and other field sports; it could provide swimming, boating, an arboretum or gardens. Two acres per 1,000 people should be provided for this type of park. In 1964, Benicia contained 12.8 acres in community parks which meets the minimum requirement. In 1975, the minimum requirement will be 38 acres and in 1985, there will be a need for at least 57 acres.

A large city-wide or district park is generally required in cities; however, in Benicia the presence of a large state park removes the urgency for the city to provide such a park. The land developer who is currently opening up the land north of the freeway has tentative plans to construct a golf course in the area near Lake Herman; this would supplement the recreation facilities in the area and round out needs for a large city park.

CIVIC CENTER

In July, 1962, the city purchased the former Benicia High School at East Second and M Streets for use as a civic center. The center contains three major buildings: the municipal office building; the police station, in which jail facilities have been added; and a gymnasium-auditorium. There is ample parking adjacent to the buildings and the site contains ample room for any future expansion which may be required. The fire station is located on the grounds of the city park just west of the Civic Center.

Fire protection facilities in Benicia have been rated as deficient by the Board of Fire Underwriters of the Pacific. Efforts are being made to upgrade the Fire Department, but this will be a continual struggle as industries move in, additional houses are built and increased fire protection is demanded.

CEMETERIES

There are three cemeteries in Benicia: The City of Benicia cemetery at First and S Streets; Saint Dominic's cemetery at East Fifth Street and Hillcrest Avenue; and the Benicia Arsenal cemetery north of the freeway at the western boundary of the Arsenal. Saint Dominic's cemetery is intended for the use of the Dominican Order. The Arsenal cemetery is under the jurisdiction of the Sacramento Army Depot and will remain as a national cemetery.

LIBRARY

The municipal library is located at 144 East G Street. It is a modern attractive building and well suited for the purpose. There is no parking available near this structure and it is recommended that the city obtain some property near the facility and provide parking for the library patrons.

TRANSPORTATION

PUBLIC

Public conveyance between Benicia and neighboring areas is quite limited. There is no local city bus service and only a few taxicabs are available. Two interstate bus companies operate from nearby Vallejo and connections with Benicia are provided by a local stage line which operates on week days only.

RAILROADS

Benicia lies on the main line of the Southern Pacific Railroad which crosses Carquinez Straits via a bridge between Martinez and Benicia. This gives Benicia direct access to both interstate and transcontinental rail lines.

A siding enters the Arsenal property with a branch serving the city. There are approximately twenty-five miles of track in the Arsenal that serve various loading functions at former warehouses, industrial structures and the pier adjacent to the deep water channel of the Strait. Rail service appears adequate at this time; however, industrial development may create some problems. The Southern Pacific provides consultant service whenever a rail service problem arises.

WATER

Benicia lies on the shipping route which connects Stockton and Sacramento with the

seaports of the Bay area; however, the Arsenal pier is the only point that has deep draft access. Siltation and shoaling in the Carquinez Straits have filled the rest of the waterfront in Benicia. This sediment forms a barrier that varies from 1,150 to 2,580 feet between the city's shoreline and the deep water. This situation blocks deep draft vessels and inhibits small boat activities in addition to the creation of an unsightly mud flat.

The problem has been studied by many groups and a number of solutions have been proposed. Removal of the mud was one suggestion, but unless further siltation could be prevented, this would be only temporary. Waterway barriers, locks and other methods have all been proposed, but, as yet, no one solution has been determined. It seems likely that the Arsenal piers will be the only deep water access for many years to come.

AIR

The nearest commercial air transportation is the Oakland facility, thirty miles distant, and the San Francisco International Airport, forty-five miles away. Two county airports are within a short driving distance. Buchanan Field is seven miles away and the Napa County Field is fifteen miles distant. Neither of these local airports have commercial air traffic, but could conceivably be expanded to accommodate air freighters. Air freight service close to Benicia will undoubtedly be an industrial requirement in the near future.

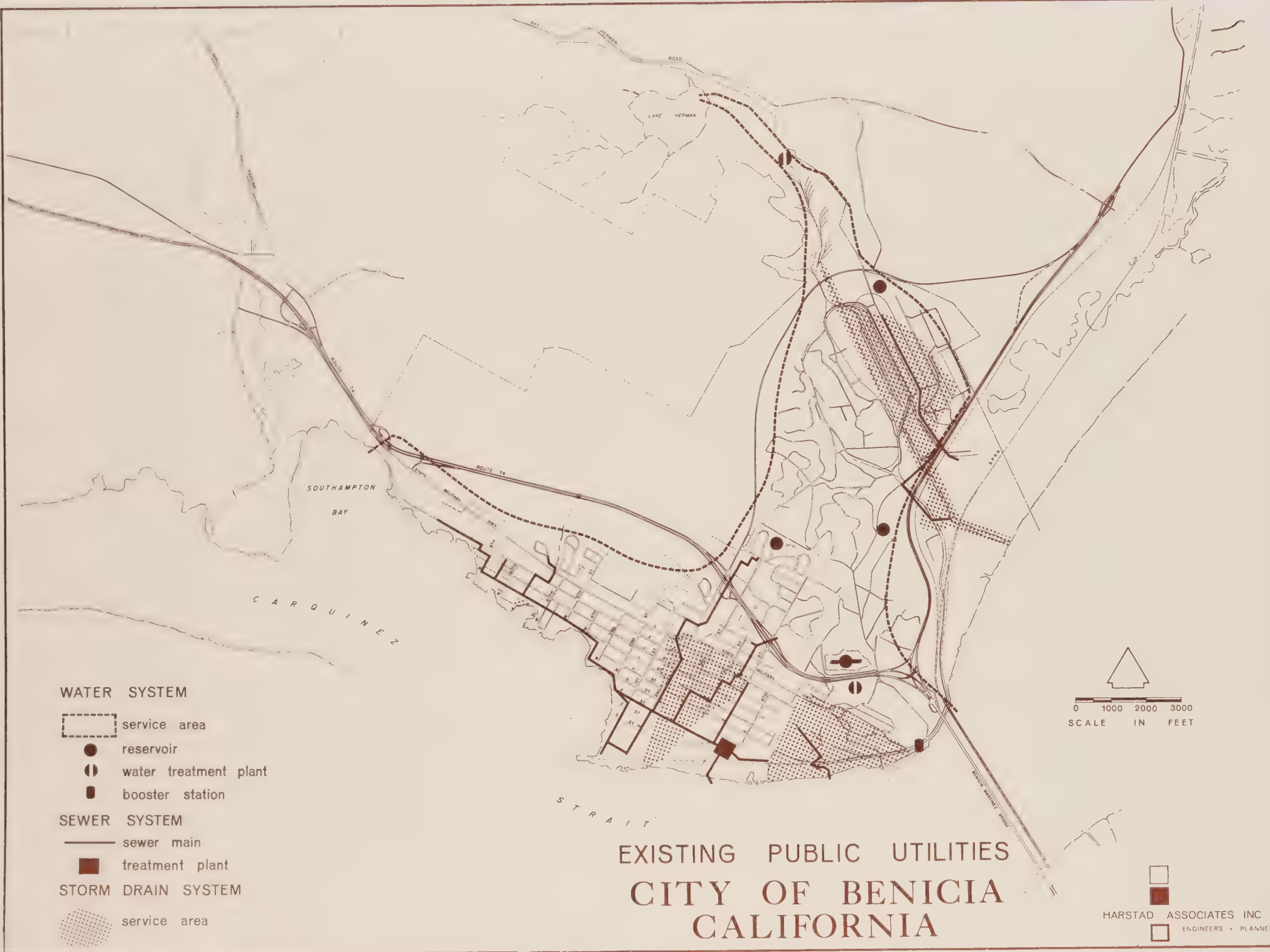
PUBLIC UTILITIES

WATER

An investigation of the municipal water system was recently completed by the firm of Harstad Associates, Inc., and Edward P. Schwafel, Engineer, Inc. Future water requirements were projected and preparations are underway to provide for the proposed improvements to the present system. As a result of the study, Benicia has contracted for 12,900 acre-feet of water from the North Bay aqueduct, with the option of obtaining an additional 3,500 acre-feet in 1975. The added facilities are scheduled for construction in 1975.

SANITARY SEWERS

Provisions and plans have been made for a sanitary sewer system that will adequately handle the city for the next fifteen years. In 1958 the city constructed a sewage treatment plant and interceptor line. The peak capacity of both the plant and the interceptor is 7.7 million gallons per day. The interceptor is designed to serve a population of 37,000 people at 80 gallons per day per capita.



The treatment plant is designed to serve a population of 18,000 people at 80 gallons per capita per day. The plant can be expanded to serve a population of 37,000 persons by the addition of the following items: one digester; two sedimentation tanks; and one steam boiler to heat the digester. All of the controls, conduit and wiring for these additions are in place in the plant.

STORM SEWERS

The city has no records of storm drainage lines. City officials and engineers quite generally agree that the existing facilities are a patch work of open channels and lines installed for individual properties. There is no overall system within the city and a study of the storm drain needs should be made as soon as possible. The Arsenal has part of a system in place in the northern end of its property.

GARBAGE

A private garbage collection agency is currently under franchise with the city to make garbage collection. It would appear that a private collection company can adequately adjust to meet future needs of the city, but disposal is a problem. At the present time, refuse is being dumped on commercially leased properties, but these leases are soon to expire. The city should consider the possibility of a sanitary fill area as a means of future disposal. One area which would lend itself to such a fill is the marsh land away from the populated areas and a fill at this location could create additional industrial land for future expansion.

STREETS & HIGHWAYS

Two interstate highways will form the main highway access to and from Benicia. Interstate Route 680 runs generally east and west and provides a high speed link with Interstate Route 80 (U. S. 40). Construction is currently underway upon the Benicia-Cordelia Freeway which will link Benicia more directly with Sacramento.

The intersections with these freeways are the main concern of the City of Benicia as it will be expected to provide adequate arterials to and from these highways. Connections with important County roads are also of prime importance.

The original subdivision of Benicia in 1847 provided a grid pattern of street right-of-way over the entire city, the north-south streets having eighty foot rights-of-way and the east-west streets having alternate sixty and eighty foot rights-of-way. The majority of the city has been developed on this original grid system. The city owns the original rights-of-way in fee and may sell them if it desires.

AVERAGE DAILY TRAFFIC 1963 - 1985

1985
1963

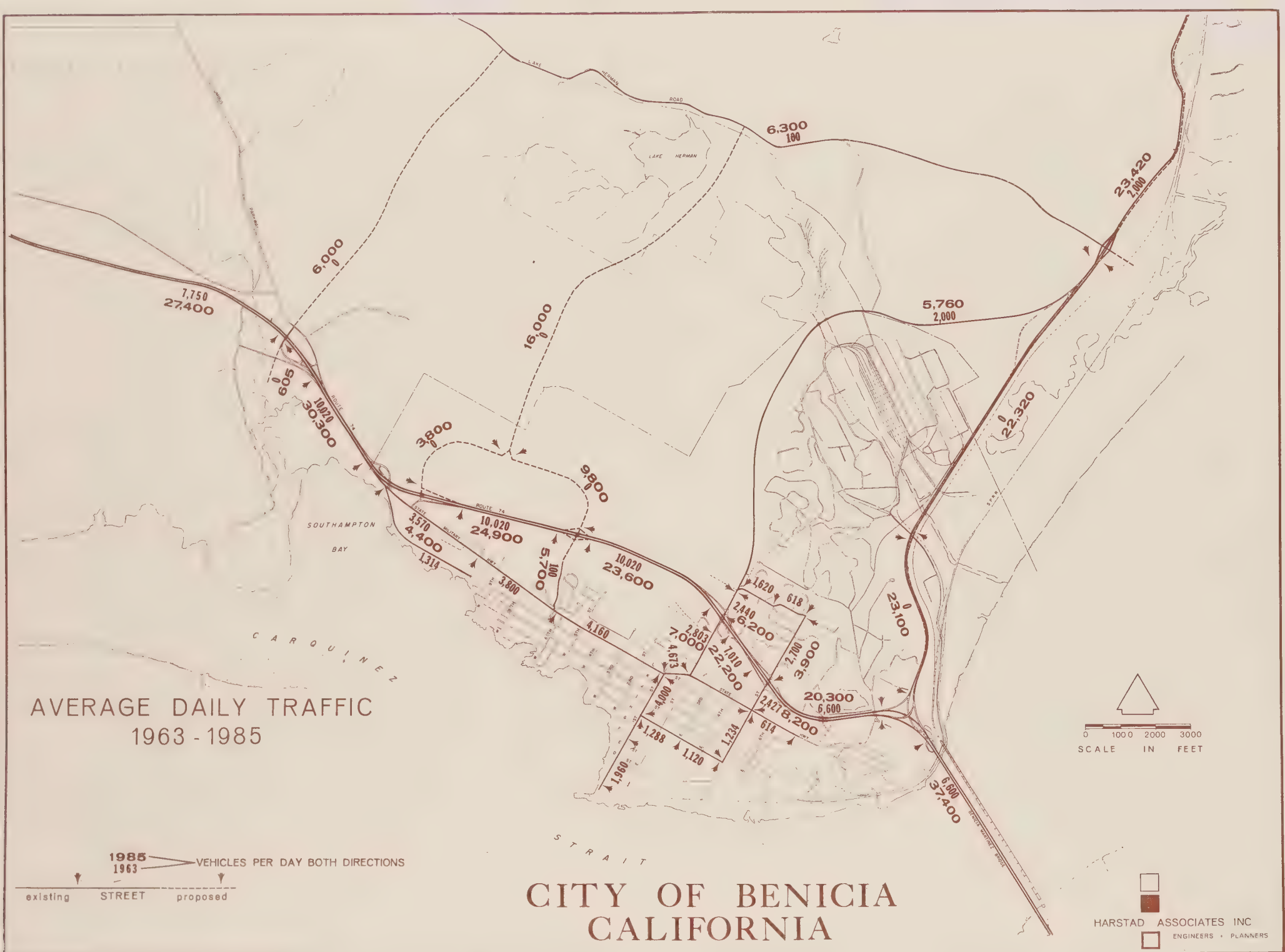
VEHICLES PER DAY BOTH DIRECTIONS

existing STREET proposed

CITY OF BENICIA CALIFORNIA



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Traffic counts were taken on the city streets in April, 1964, and these plus State Highway counts are shown on the facing map. The lower numbers are the 1963-64 counts and the upper numbers are the projected average daily traffic.

A summary of street needs which was submitted to the Division of Highways in April of 1964 shows the following deficiencies: 0.3 miles have an inadequate traffic capacity; 9.1 miles of roadway are structurally inadequate; 11.6 miles of roads are both inadequate structurally and in traffic capacity; and 1.0 mile is undeveloped roadway. The Arsenal contains approximately forty-one miles of streets of the following types: 0.5 miles concrete; 39.5 miles bituminous; and 1.8 miles of gravel and dirt roads.

The adoption of new subdivision regulations in 1964 will provide assurance that future platting and development will be executed according to standards that will be adequate for the needs of the community. Old streets will have to be improved as the need and the money are found. It is very important that the city adopt a Major Street Plan as soon as possible in order to be certain that new or renewed streets are neither underdeveloped nor overdesigned.

S U M M A R Y

The following is a summary of the problems which the City of Benicia and its citizens are either currently or potentially facing:

- New industrial development in the very near future will bring problems of increased fire and police protection, added loads on the public utilities, need for more schools, libraries, and public meeting places, hospitals and medical centers will be needed; these and many other publically financed projects will be needed.
- The Central Business District is deteriorating and unless action is taken soon, a new shopping center will be built and the old business district will die.
- The park system is inadequate and a complete renovation of the entire system is needed.
- Tourist facilities are almost non-existent with a serious lack of motels, restaurants and modern service stations.
- Old, historically valuable buildings are falling into disrepair and no certain method for saving them from destruction has been found.
- Carquinez Straits continue to dump tons of silt at Benicia, thus robbing the townspeople of the use of the beautiful waterfront.

CENTRAL BUSINESS DISTRICT

EXISTING CONDITIONS

Benicia's "downtown" is First Street from F to K Streets. The street is wide and in excellent condition. There is parallel parking on both sides of the street and it is controlled by meters. The majority of the buildings are quite old and give one the impression of stepping back into the colorful, historic past. Many of the buildings have been subjected to modernization but glimpses of their bygone days still are visible. The architecture is not from any one era nor is it all of the same style, but it blends together creating a favorable impression upon the viewer.

The Central Business District and the area to the south of it have been studied in some detail. The findings of that study follow:

PARKING

A survey of the available spaces has been carried out and many checks made of the usage being made of those spaces. A chart of the findings is shown on the following page. As will be noted from the chart, Benicia does not have a parking problem at the present time. Several peculiarities were noted during the course of the survey that should be mentioned. Many of the shoppers in the area parked in front of the store where they wished to make a purchase and, upon completion of the transaction, drove their cars to the next place of business and parked in front of it; on some occasions the distance between the two stores was no more than one block. The alleys in the Benicia business district run perpendicular to the store fronts and, at times, trucks are found parked in the middle of the street unloading merchandise. This is a dangerous practice and should be remedied if at all possible.

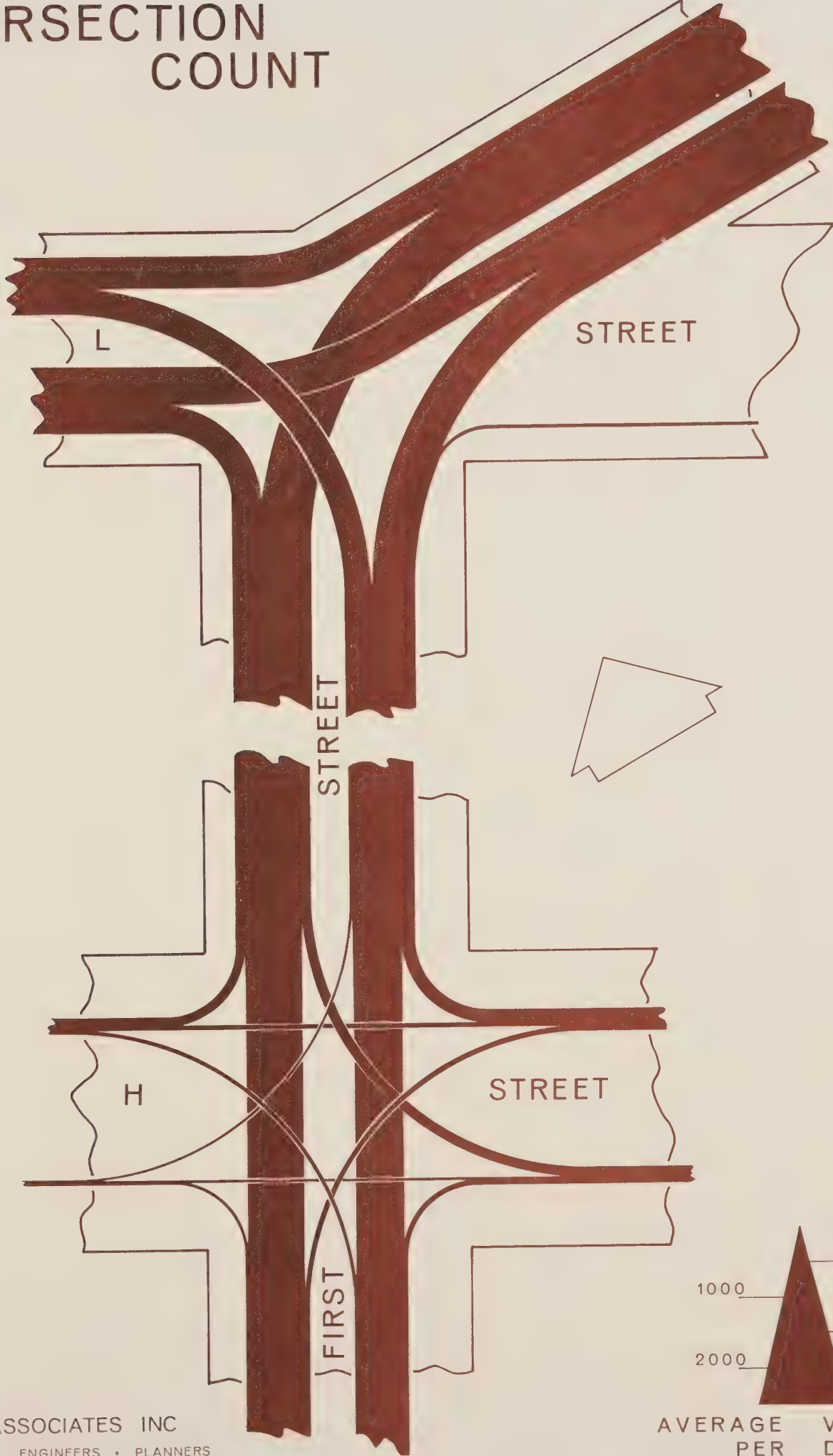
TRAFFIC

An intersection count with turning movements was conducted at the corner of First and H Streets and at First and L Streets. The results of these counts are shown on a following page. H Street has as much traffic as any of the other streets crossing First, but traffic is very light. This can probably be explained by the layout of the street system here. First Street is on the narrow ends of the blocks and the distance between intersections is 250 feet while the cross streets are on the long side of the blocks and the distance between intersections about 600 feet.

EXISTING USES

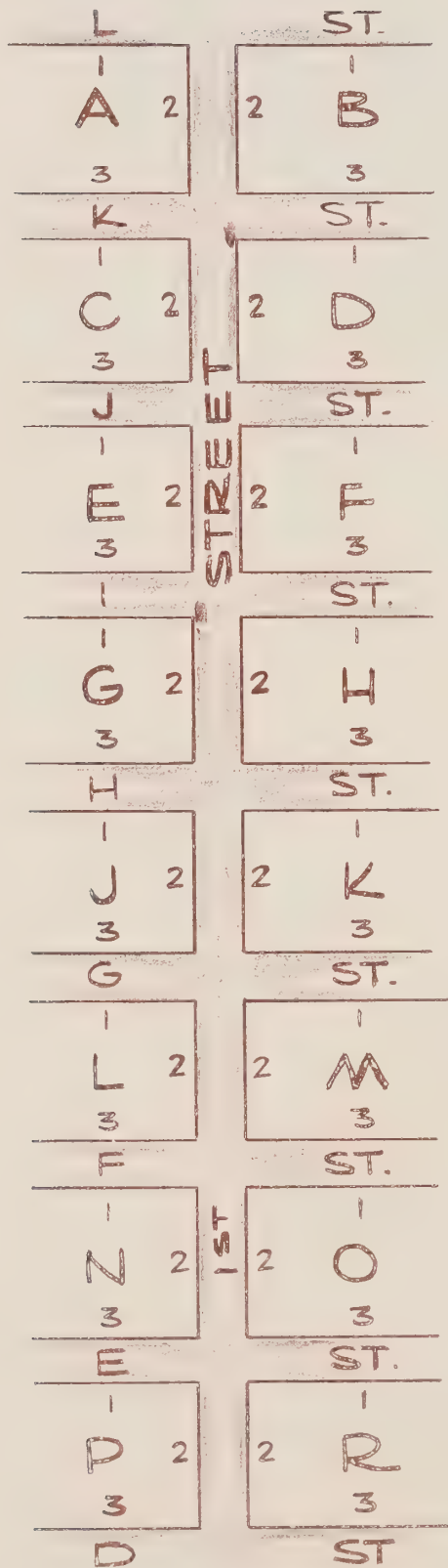
First floor uses on First Street are shown on one of the following maps. The second floor uses are mainly residential with a few professional offices and an occasional lodge.

INTERSECTION COUNT

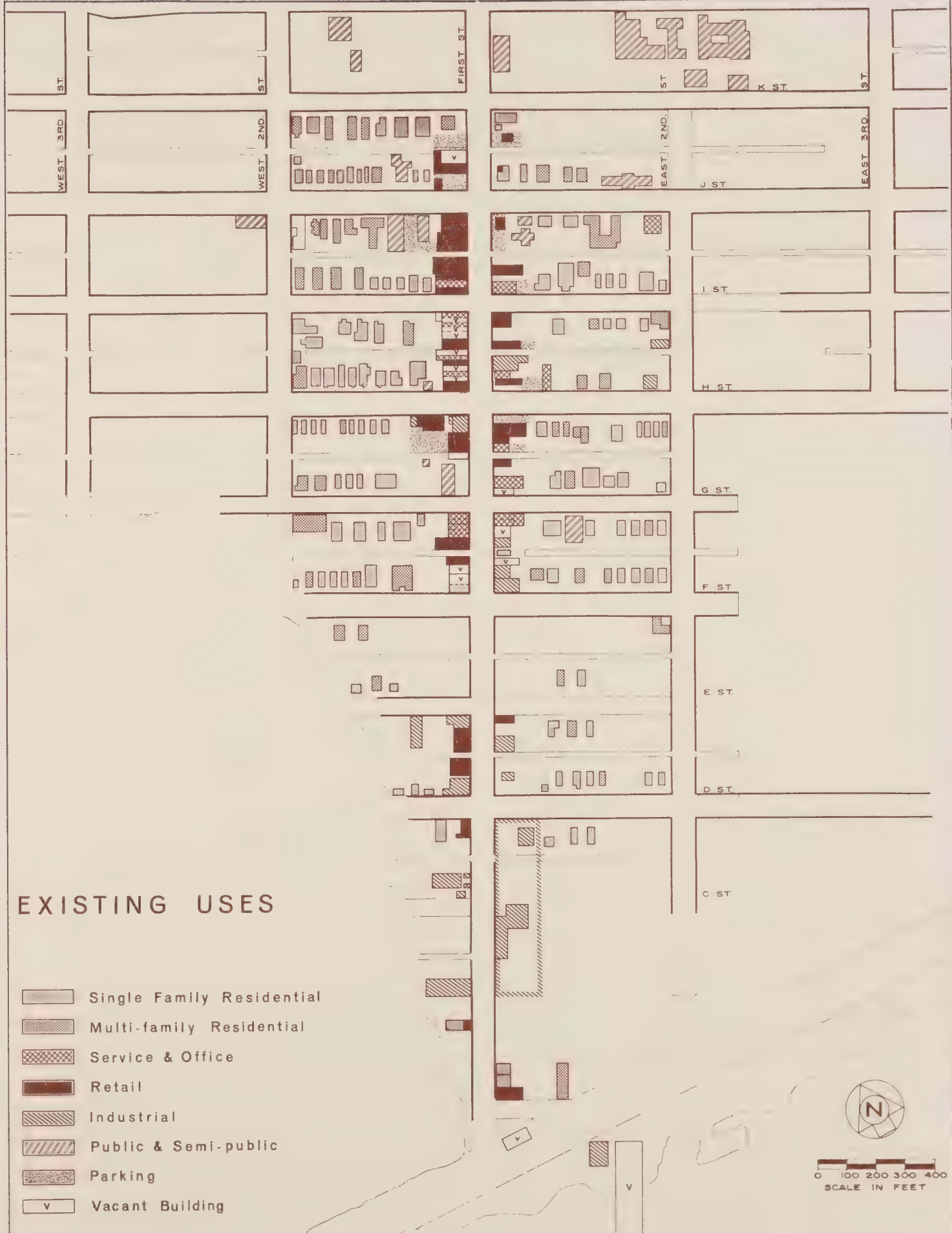


AVERAGE PER VEHICLES DAY

PARKING SPACE USAGE



ZONE		ON STREET			OFF STREET	
		Number		% Used	Number	% Used
		Meter	Free			
A	1	--	26	--	--	--
	2	--	10	0	--	--
	3	--	26	4	--	--
B	1	--	26	--	--	--
	2	--	26	10	--	--
	3	--	26	0	--	--
C	1	--	26	8	--	--
	2	6	0	50	--	--
	3	--	21	15	--	--
D	1	--	26	0	--	--
	2	11	0	20	16	20
	3	--	19	20	--	--
E	1	--	23	15	20	10
	2	16	0	70	--	--
	3	2	20	5	--	--
F	1	0	20	40	--	--
	2	7	--	80	--	--
	3	3	19	5	8	70
G	1	0	20	20	10	30
	2	9	--	60	--	--
	3	0	31	40	--	--
H	1	4	19	10	10	30
	2	7	--	80	--	--
	3	0	19	20	5	60
J	1	0	30	33	30	23
	2	10	--	60	--	--
	3	0	15	20	--	--
K	1	2	24	0	16	70
	2	8	--	50	--	--
	3	1	24	0	--	--
L	1	2	19	40	--	--
	2	10	--	60	--	--
	3	0	21	20	--	--
M	1	0	21	40	--	--
	2	8	0	50	--	--
	3	0	20	30	--	--
N	1	0	21	5	--	--
	2	0	12	10	--	--
	3	0	10	40	--	--
O	1	0	22	20	--	--
	2	0	12	30	--	--
	3	0	8	50	--	--
P	1	0	5	60	--	--
	2	0	9	80	--	--
	3	0	8	25	--	--
R	1	0	8	40	--	--
	2	0	9	70	--	--
	3	0	20	20	--	--



Central Business District - Benicia, Calif.

The uses found here indicate that most of the retail needs of the community are being satisfied elsewhere. The retail uses are slanted toward the tourist in that there are many gift and antique shops. The apparel shops are not of a general nature but lean toward being specialty stores. There is no general department store nor a furniture store, only those shops and stores which meet the daily needs of the community. There are many vacant stores in the middle of what should be the busiest section of the district.

OCCUPIED FLOOR AREA FIRST STREET between J and F STREETS

	<u>Square Feet</u>
Food Stores	6,000
Eating and Drinking Places	26,400
General Merchandise	4,000
Apparel Stores	6,800
Furniture, Appliances, etc.	4,800
Automotive Sales and Service	6,400
Gasoline Stations	4,000
Lumber, Building Materials, etc.	7,200
Drug Sales	3,200
Other Sales (gifts, jewelry, etc.)	24,400
Services such as Offices, Real Estate and Insurance	38,400

The only detailed information which is available on sales figures in Benicia, according to the above breakdown, is for 1958 and it was felt that this old information would be of little use since the entire business structure of Benicia has changed since then. The closing of the Arsenal and the declining population have contributed to the difficulties of the merchants of Benicia.

Over the past few years the merchants and property holders in the Central Business District have been told that the old business district is doomed. A modern, regional shopping center will be built north of the freeway which will compete with the old district. The decision which the business leaders of Benicia must make is the future role of the existing downtown area. It is a fact that an existing business district that is vigorous and healthy is almost impossible to compete with. The businessmen of Benicia have about a five year period of grace before they are faced with the actual existence of a competing shopping center; how they use this time will determine their future.

What does the existing Central Business District have that is worth saving and what is its role in the future of Benicia?

ASSETS

The District has a past. This asset may not be apparent at first glance, but it is one of the most valuable traits which a shopping center can have. A historic reputation creates the impression of stability and honesty because the customer has the feeling that here are people who have been here for years and who intend to stay a lot longer.

The buildings are in place and, generally speaking, they are quite interesting. There is a mixture of new and old, retail stores and offices; there are theaters, banks, a historical monument, a modern library and other facets of a well-rounded business district, all mingled together to provide the shopper with a variety of services. The opportunity to compare prices and the chance to carry out a variety of shopping and social functions in one place cannot be undersold. In addition, one of the most important assets of the existing business district is the existing monetary investment in the buildings, land, streets, utilities and other commercial accessories.

DEFICIENCIES

There is a serious lack of merchandising stores which can provide all the needs of the shopper. The items which a person spends the most money for cannot be purchased in downtown Benicia. This includes furniture, clothing, and automobiles. At least one department store is vital to the success of a shopping center.

Commercial recreation is almost totally lacking in Benicia. One movie theater and an amateur theater are the extent of entertainment to be found in Benicia. The golfer, the bowler, the sailor and the nightclubbers must go elsewhere to pursue their activities.

Many of the buildings are deteriorating or are becoming shabby. Extensive renovation can make better use of the floor space and it can enhance the sales appeal by making the appearance more attractive.

The street is wide and well maintained but there are many unattractive things about the area. There is no greenery to break the monotonous man-made features. There are many poles, wires and unsightly displays and signs.

Many of the more interesting tourist attractions are lost in the maze of other buildings. The Benicia business district and the waterfront probably have more historical appeal than can be found any where else in the Bay area.

THE PLAN FOR THE CENTRAL BUSINESS DISTRICT

The plan presented here is not offered in the spirit of a "cure all" to Benicia's retail problems, but more as a series of logical steps which appear feasible within the context of (1) existing development, (2) the financial capabilities of the local land owners and businessmen,

as well as (3) the future competitive role of Benicia within the Bay area. It must also be acknowledged that the success of this plan would depend entirely on the interest and cooperation of the town's key business and political leaders, providing coordinated direction and continuity to their development efforts.

In June of last year, a group of Stanford students of architecture presented a plan for the redevelopment of Benicia. Many of their ideas and proposals are exceptionally well expounded and we heartily endorse some of the imaginative schemes. Some ideas are quite easy to accomplish and we recommend that steps be taken soon to effect the following:

"Street Namescan evoke a descriptive picture.....can evoke distinct impressions. History, both recent and ancient, can be recalled.....locations and features can be designatedThe recommendation is made, then, that the new as well as old avenues throughout Benicia be given a personality of their own through the imaginative and creative use of street names."

"The approaches to Benicia should be given special attentionThe frequency with which the people.....will shop in town is dependent upon the pleasantness and accessibility of these approaches.....Military Highway from the west, Second Street from the north, and Fifth Street from the north and eastmaintenance of these roads as pleasant accesses."

"Tree Lines: Benicia's grid pattern of streets.....can become monotonous.....recommend that trees be planted following the swaying lines of the dry creek beds that descend through the town.....that trees be planted on both sides of the thoroughfares....."

The following suggests a staged plan of action for the rehabilitation of downtown Benicia as shown on the drawings on pages 36 and 37 of this report.

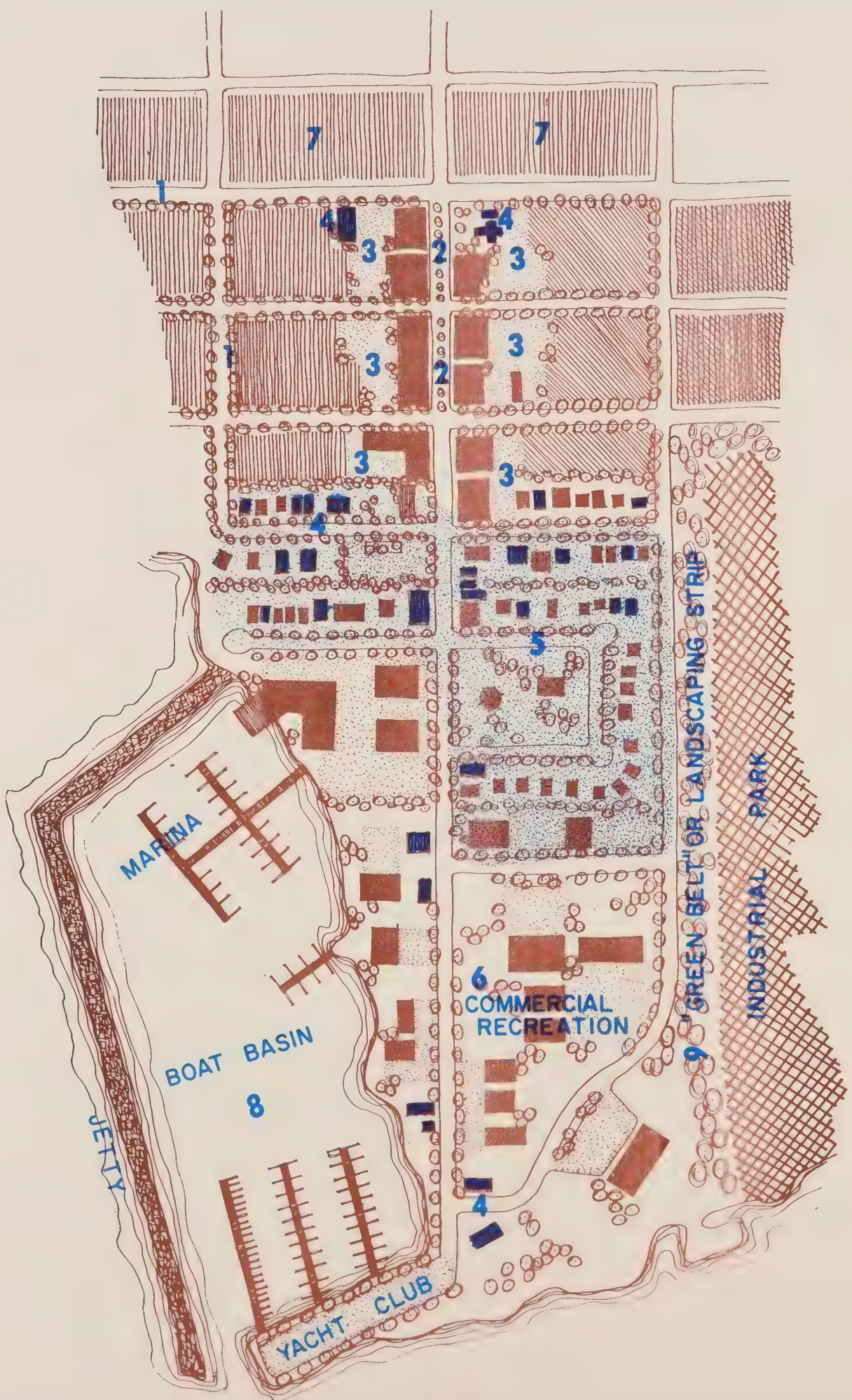
The first stage can be accomplished now with very little expense while the second stage would require building removal and some parking lot development.

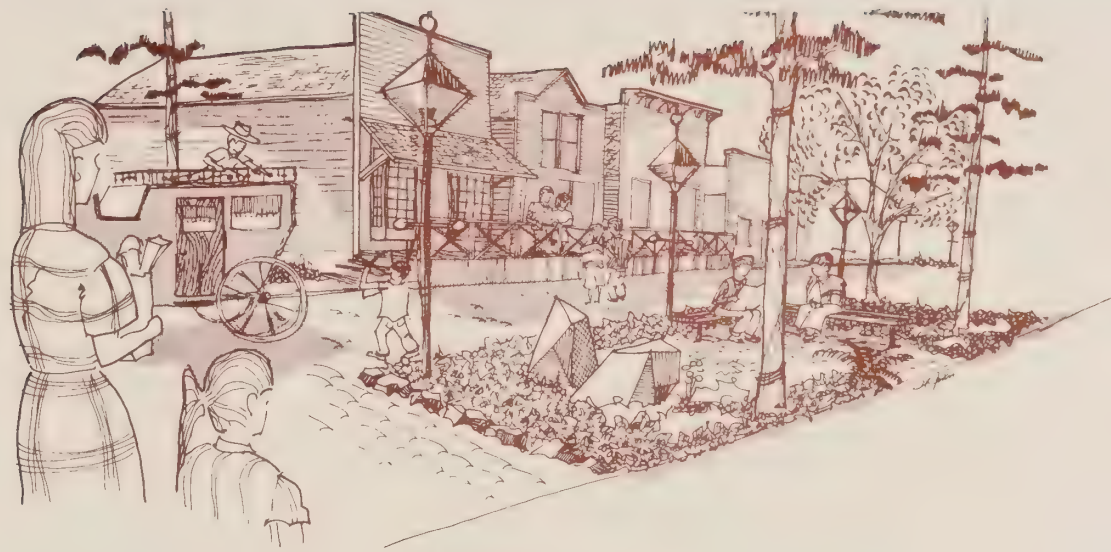
FIRST STAGE

This stage involves the rehabilitation and beautification of the existing Central Business District so that the area will be attractive to new stores and provide a higher level of merchandising and further financial investment.

1. The landscaping plan should be one of the very first steps. The center strip will accomplish two objectives--(1) traffic will be reduced to one lane in each direction with accompanying parallel curb parking; this will slow vehicular traffic and give the pedestrian shopper added safety, and (2) the visual aspect will be greatly improved.
2. All buildings which are structurally sound and historically significant should be the first to be renovated. Even those which may just be old and without historic significance should be part of this first stage.
3. A systematic removal of telephone poles, electric lines and overhead signs should be undertaken. Installation of underground facilities can do much to improve the jumbled appearance of the business district.
4. A determined effort on the part of the business and political leaders of the community should be expended upon attracting the establishment of a general department store. The introduction of a store of this type is one of the most important aspects of the first stage.
5. Off-street or at least side street loading zones must be established. In the event that it is impossible to provide such zones in a given block, then certain times must be designated as hours for delivery; in which case policing must be effective or the whole idea is ineffectual.

The successful conclusion of the first stage will determine the future of the business community of Benicia; this is the point which will decide if the merchants, landholders and city fathers can compete with outside influences.





" OLD TOWN "

- 1 Street names to be changed and the streets lined with trees.
- 2

Center of Street	-	landscaping strip
Buildings and Stores	-	remodeling and renovation
Public Utilities	-	removal of overhead wires and poles
Shops and Stores	-	introduction of a major department store
Loading Zones	-	to be strictly controlled and, if possible, eliminated from moving traffic lanes
- 3 Parking lots to be installed to the rear of the retail stores and the remainder of the area to be beautified and landscaped.
- 4 All historical buildings or those architecturally interesting are to be preserved and restored when necessary. These buildings are designated in this manner: XXXX The old State Capitol should be more visible with acquisition of some surrounding property.
- 5 "Old Town" to be the site of all old buildings and residences which can be located here. Note replating of streets.
- 6 The Commercial Recreation area to contain marinas, yacht clubs, restaurants, motels, clubs, bowling alleys, gift shops, swimming pools, and other related uses. To be developed in such a manner as to complement the "Old Town" aspect.
- 7 The area surrounding the Central Business District should be developed as apartments and offices.
- 8 The boat basin will need dredging to attain proper depth to accommodate pleasure boats.
- 9 Provision of adequate green belt separation between the commercial and industrial park.



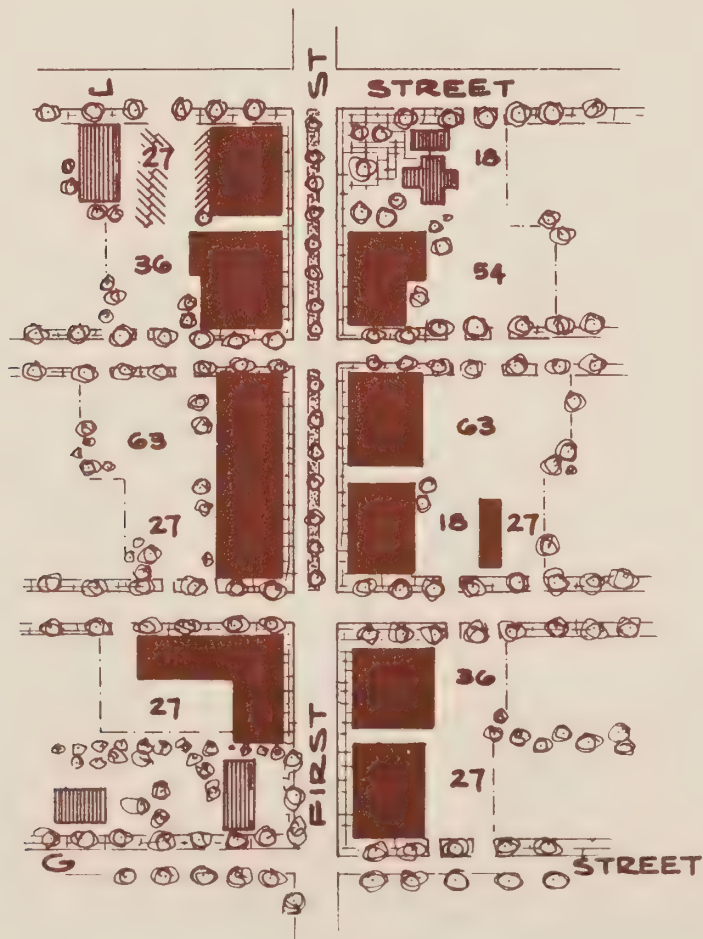
YACHT CLUB



DOWNTOWN REDEVELOPMENT

SECOND STAGE

1. Acquire some of the properties immediately behind the existing stores and develop attractive off-street parking lots. The following sketch illustrates one of the ways this scheme could be effectuated. In this particular instance, around 405 parking spaces could be created. Additional spaces may be required, but this figure should be considered as a minimum.
2. With the installation of parking behind the stores an immediate problem presents itself--what to do with the backs of the buildings? It is recommended that each of the establishments develop the back of the building as another front with pedestrian access to the parking areas.
3. Some attempt should be made to develop cross street pedestrian circulation at mid-block locations. Development of arcades of specialty stores linking the proposed parking areas with First Street could permit a more intense style of development.



NUMBER OF PROPOSED OFF-STREET PARKING SPACES INDICATED.

TYPICAL PEDESTRIAN ARCADE

FROM PARKING LOT TO FIRST STREET



In general terms, the Central Business District plan consists of various uses grouped together to form a coordinated and efficient use of the land. The retail core is First Street from J Street to one-half block south of H Street. Parking is to be placed directly behind the retail establishments with vehicular entrances from the side streets rather than First Street. To the west and north of the retail core, it is proposed that the area be developed as an apartment district. East of the retail area and north of H Street is the area selected as the proper place for a major office complex which can service both the stores and the industrial activities in the vicinity. This district would also contain apartment houses. South of H and east of Second Street, an industrial park would be developed. The park should be surrounded by a green belt which would serve as a screen. The uses allowed here should be tightly restricted in order to keep out noisy or smoky industries. South of the retail core would be located what, for want of a better name, we call Old Town. The area between Old Town and the waterfront should be the location of marine commercial activities.

OLD TOWN

Scattered about Benicia are many priceless antique homes and buildings which are slowly but surely disappearing as time and progress forces their destruction. In order to save these buildings and to create a proper setting for the Capitol building (in addition to establishing a magnificent tourist attraction), we propose that architecturally interesting or historically valuable structures be moved to this location.

The area could become a replica of the type of town which existed at the time Benicia achieved its greatest fame. The land to be devoted to this recreated town is between the Old Capitol and the proposed commercial recreation to the south. An imaginative blending of the aged residences in Old Town with the ancient stores and shops along First Street can recreate the Benicia of old when prospectors, fishermen and sailors roamed the streets in search of entertainment. In the recreated town it is to be hoped that tourists will replace these oldtimers and that the businessmen of Benicia can entertain them with interesting shops, fine restaurants, motels and marinas.

The plan for the southern portion of First Street envisions the following development:

1. The installation of a jetty or breakwater designed in such a manner as to reduce the siltation which clogs the bay near Benicia. This jetty would permit the creation of a yacht basin west of First Street.
2. The establishment of a yacht club and/or a marina is then possible. Boating is assuming an ever increasing role in the leisure time of the American people and Benicia should provide facilities for the pleasure boat sailors. The marina could easily be designed and maintained in such a manner that the display and sales of boats and equipment would not be detrimental to the interests of the other uses found in this area.
3. Old buildings which have contributed to Benicia's history should be restored and exploited in this area. The Old Lido Saloon of Jack London fame and the Washington House are examples of the type of structures which should be preserved.
4. Other uses such as bowling alleys, miniature golf courses, swimming pools, gift shops, cafes, night clubs and other entertainment facilities would be appropriate in this area. In short, we recommend a "tourist trap" in addition to an entertainment center for the residents of Benicia.

Some of the possible methods of accomplishing the above mentioned ideas are as follows:

1. The California Planning Enabling Law permits the establishment of a "civic district" in order to protect public buildings and grounds. By declaring the area south of H Street and west of East Second Street an historical area, it would be possible to control the development in order to protect the Old

Capitol, the waterfront and the other historical aspects from an undesirable development.

2. Civic minded organizations could be encouraged to sponsor the renovation and possible relocation of certain buildings and structures. For example, the Masonic group might be interested in relocating the old Masonic Temple on a parklike site in this area where it could be seen to best advantage.

GENERAL PLAN

The major factors influencing the proposed land use for the City of Benicia are:

1. The Arsenal has been released from Army control and a major industrial complex is to be established on that site.
2. A large residential development is scheduled for development north of the freeway.
3. The urban area of Benicia has suffered some recession as a result of the Arsenal closing with the population declining and business on the downward trend.
4. The booming Bay economy is approaching the area and Benicia will soon face a quickening economy even if the anticipated industrial development does not mature.

It is the purpose of this proposed plan to aid the city in guiding the growth of Benicia in an orderly manner and to protect the investments and rights of the citizens by provision of a safe and attractive environment. To achieve this it becomes necessary to control the type and the manner of the various developments.

INDUSTRIAL

The major portion of the area designated as industrial is within the Arsenal. The only other industrial land is located east of East Second Street and south of H. Street. It is strongly recommended that all of the industrial area south of State Route 74 be developed in industrial uses that do not create detrimental effects such as smoke, noise or odor. The town would reap many benefits if this area could be developed as an industrial park. The Arsenal area north of Route 74 is downwind from the town and the potential residential development on the hills to the west. On this land, heavier industry could be located as the detrimental effects would be minimized. Again, we wish to stress a parklike development which will be attractive and tolerable to the nearby neighbors.

The marsh land east of the Benicia-Cordelia Freeway has been designated as a reclamation area with potential industrial uses. As the open industrial land becomes increasingly developed, it will become feasible to fill this area to some degree of stability so that industrial uses can be located here.

COMMERCIAL

The Central Business District has been extensively dealt with in the previous section.

North of Route 74, in the newly subdivided land, a shopping center has been designated.

Neighborhood shopping centers require from 5 to 10 acres in land area and serve about 1,000 families. They should be located about 1 mile apart and they are intended to serve the local community with daily needs such as food and drugs.

At present, Benicia has two shopping centers which meet the specifications of a neighborhood shopping center. The new supermarket near L and West Sixth Streets is an excellent starting point for a well designed shopping center, properly located to serve the entire western portion of Benicia. All that is needed to complete the center is a little more land area and more stores to complement the existing supermarket.

The second neighborhood shopping center has been designated on the corners of M and East Fifth Streets. This is the remnant of an old commercial area which is badly deteriorated. Because of its excellent location it is recommended that efforts be expended to revitalizing this area. It might be possible, for instance, that the merchants and landowners form a corporation or cooperative to develop a modern shopping center here which can compete with other centers. An attractive, well-coordinated group of stores featuring food, drugs, eating and drinking establishments, automobile service and perhaps a small general store catering to the workers employed on the Arsenal property would be a boon to the eastern portion of Benicia. Some system of joint advertising might prove of assistance to this area.

Several of the neighborhood shopping centers have been designated on the General Plan. These do not exist at the present time and it must be stressed that their locations are only approximate. It is estimated that about four such centers will be feasible by 1970 and around eight will be feasible by 1985.

RESIDENTIAL

The residential uses have been divided into four categories. Suburban is to be considered partially agricultural with large lots and with a residential density of no more than 5 people per acre. This land use district is located in areas where it is unlikely that development will occur within the next twenty years.

Density, as applied to land use, identifies the number of people living on an acre of ground. Low density, as used in this plan, means approximately 15 persons per acre. In most cases, this means around 3 dwelling units per acre exclusive of rights-of-way. Usually, these dwelling units are single family homes. In Benicia's case, the U. S. Bureau of Census shows that in 1960 over 85 per cent of the dwelling units were in separate houses and almost 67 per cent were occupied by the owners. These amounts are higher than those found in the State of California and much higher than that shown for the Bay area.

The proposed new subdivisions to the north of the freeway are generally planned as single family houses with possible use of density zoning to permit cluster housing or high density apartments in suitable locations.

Medium density allows approximately 35 persons per acre. The development of this type generally results in multi-unit installations with, in most cases, four-plex representing the highest density. The area devoted to this density is found where it is desirable to have a higher concentration of population and where apartment houses might be compatible with single family homes. The desirability is usually determined by the trend of the present development by the cost of land, or by difficult topographic conditions.

High density residential is typified by the term "apartment district" and results in a large number of residents on relatively small parcels of land. Apartment areas should be located near the chief employment centers or in areas where it is desirable to create a buffer between the lower density residences and commercial or industrial areas. This "apartment district" is the area where a mingling of business and residential uses may occur; however, great care must be exercised to assure that neither use is detrimental to the other. Business uses should be limited to those such as offices, clinics and other services. No retailing of any kind should be allowed as it would tend to "commercialize" what is essentially a residential area.

PUBLIC

Generalized locations for schools and parks have been shown in the area north of the freeway. The design standard to be applied here is one elementary school for each 500 students with a site area of no less than 10 acres each (5 acres plus 1 acre per 100 pupils). It is proposed that neighborhood parks should be located adjacent to elementary schools and this park area be equal to 5.5 acres for each 1,000 people to be served. The "other" park located north of the freeway is a proposed golf course shown in the general location according to the most recent plans of the developer.

The "sketch plan" previously shown in Interim Report II had a community park located around Lake Herman. Since that report was published, the City of Benicia sold the lake to a developer and the lake shores are now scheduled to be developed as residential.

The park uses shown within the "old" city call for one new neighborhood park near Mary Farmer Elementary School while two other parks are indicated along the waterfront. We recognize that the establishment of these waterfront parks may not be possible, but we have proposed them in the interests of the residents who desire public access to the water.

A proposed regional park is shown in the Arsenal area in the vicinity of the Watchtower. At one time the State expressed an interest in this historical area, but at the moment it seems to be impossible. The industrial developers do not feel that the land can be spared to create the park. Your planning consultants recommend that the historical structures such as the Watchtower, Camel barns, and other significant buildings should be preserved and they should be open to the public. Regardless of who is ultimately responsible for their maintenance and preservation, we feel that they should be shown to the public in a parklike atmosphere.

The other public and park areas shown in the city are basically the same as now exist. It is

recommended that these areas be retained and that additional improvements be added to them on a systematic basis. A committee on parks should be formed and a long range improvement plan should be decided upon in order to assure adequate park and playground facilities for the future.

One of the most important things which might be stated here is a word of warning. The City of Benicia should be extremely careful in accepting deeds to park land. If the land is deeded for a park simply because it cannot be sold for other uses, it will almost certainly become a public liability. Some very steep or rocky lands in conjunction with relatively level ground can be made into an interesting park, but there must be some "good" land which can be used for play or recreation areas.

CIRCULATION

Certain streets and proposed rights-of-way have been designated as arterials or collectors in the General Plan. Collectors shall be construed to mean a "secondary arterial" as defined in the recent subdivision ordinance as adopted by the City of Benicia.

The streets north of the freeway are as planned by the developer and indicated on the map in their approximate locations. The streets inside the Arsenal have not been completely detailed as the development plans have not been completed.

The streets which have been designated arterials are the Military Highway, which is L Street from the western interchange to First Street, northeast to M Street and into the Arsenal; another arterial is East Second Street from M Street north to Cordelia; Gucker Lane has been proposed as an arterial from L Street into the northern land development; a new arterial is proposed from Gucker Lane to connect with H Street. The last thoroughfare would require some acquisition of new right-of-way in order to eliminate 90° corners and to provide a direct and easy approach to the Central Business District and to the proposed industrial park. Fifth Street from H Street to the interchange should continue to be an arterial and should provide the major truck access to Benicia.

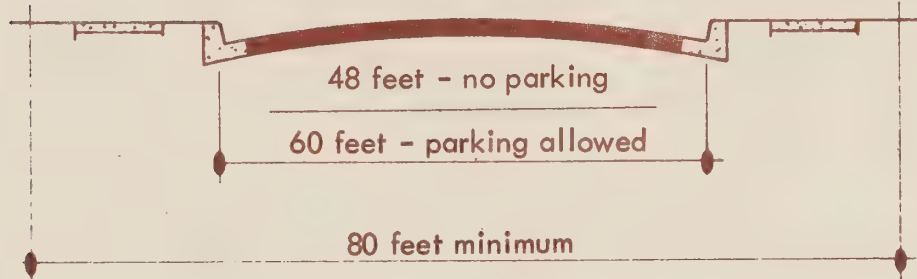
The many arterials within the town make collector streets almost unnecessary. Only Fifth Street north into the residential area and the main commercial street (First) have been given the designation of collectors.

A subdivision ordinance was prepared during this study and has since been adopted by the City Council. In this ordinance are certain streets standards which apply to arterials and collectors and future street improvements should conform to them.

STREET STANDARDS

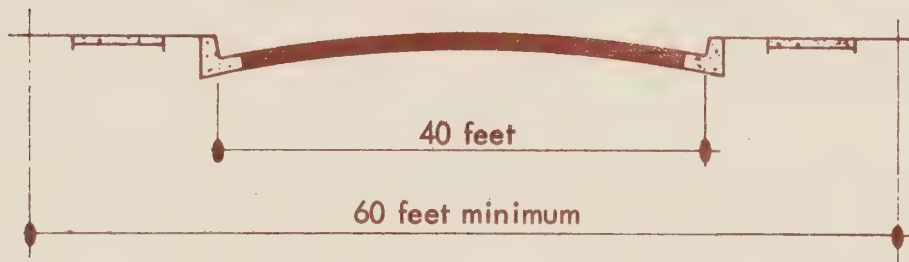
"The Subdivision Ordinance of the City of Benicia"
Adopted October 6, 1964

ARTERIAL STREET



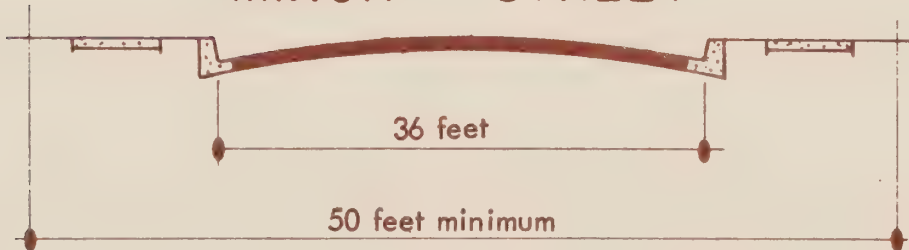
Maximum Grade - 8%
Radius of Curvature - 600 feet

SECONDARY STREET



Maximum Grade - 12%
Radius of Curvature - 300 feet

MINOR STREET



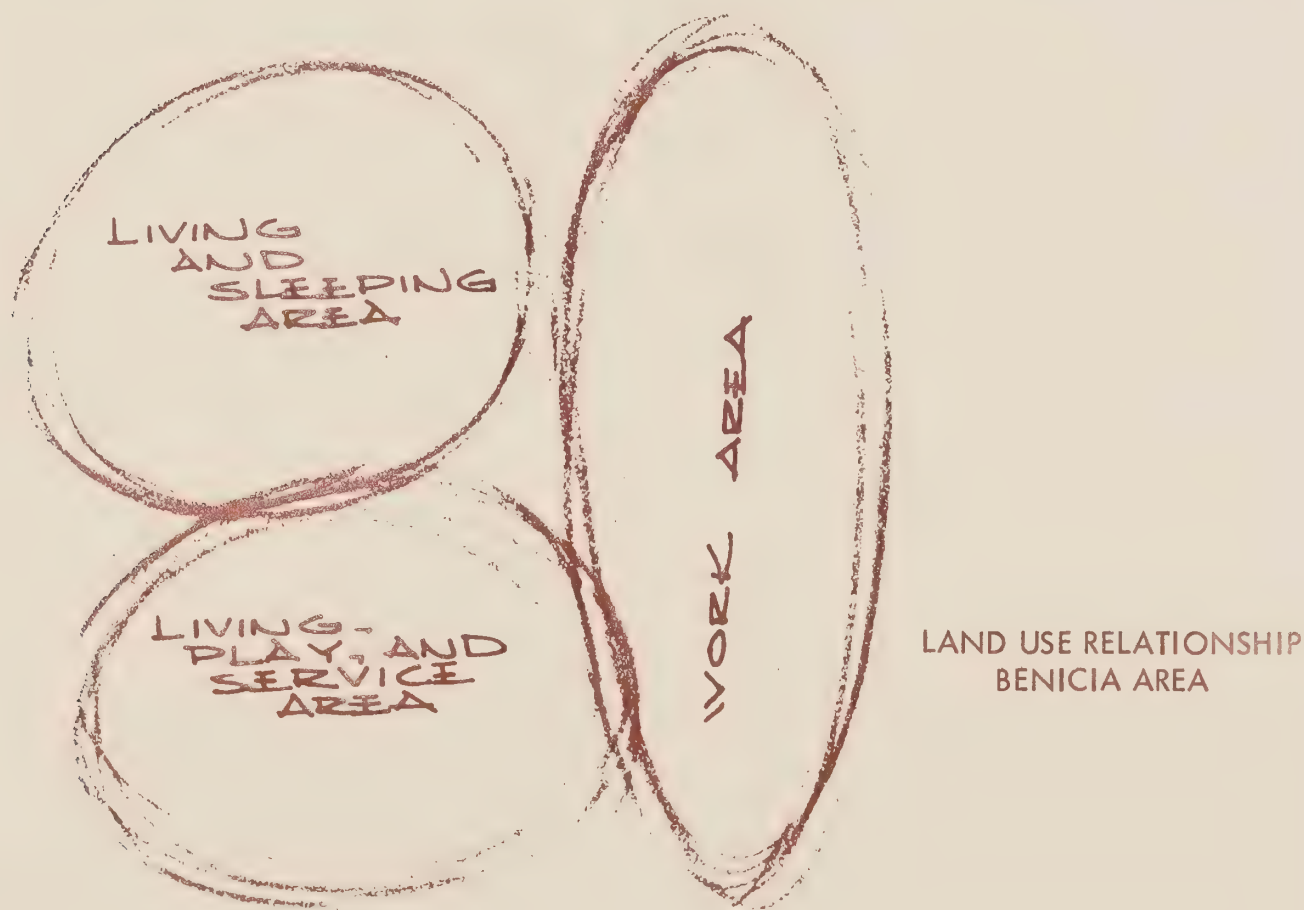
Maximum Grade - 15%
Radius of Curvature - 200 feet

Hillside Streets may be allowed a minimum of 40 foot right-of-way, an 18% maximum grade and 100 foot radius of curvature.

Alley - 20 foot right-of-way.

The preceding pages represent a summarization of past interim reports and, together with the subdivision regulations (adopted) and the proposed zoning ordinance, serve as the General Plan for the future development of the City of Benicia.

The most desirable future development of the community will require the utmost in cooperation between the three main participants; The Municipality--The Industrialists--The Developers. In addition to these three main participants in the growth of Benicia, there are three areas of interrelationship that must be recognized. Each of these relationships, as shown below, is important, and a balance of one to each other is the basis of this plan.



This General Plan attempts to recognize the inter-dependence of the main participants and land uses upon one another and is presented, not as a rigid restriction upon future development, but rather as a guide to the best growth of the community. It is recommended that the plan be the subject of considerable discussion by the Planning Commission and the City Council.

Only by participation of an informed public may the plan, as presented, be implemented and it is suggested that after review and agreement by the City Council the plan be subject to intensive public discussion. We, as your consultant, wish to extend at this time our assistance in implementing and extending this study in any way possible.

SUGGESTED ZONING ORDINANCE
BENICIA, CALIFORNIA

ARTICLE I

- A. This ordinance shall be known as the "Benicia Zoning Ordinance".
- B. The purpose of this ordinance is to promote the health, safety and general welfare by guiding the development of Benicia by means of a comprehensive land use plan which is, in part, carried out by the provisions of this ordinance. It is further intended to provide regulations and standards which will prevent the overcrowding of land, encourage high standards of development, provide adequate light and air, avoid excessive concentration of population and to facilitate adequate provisions for necessary public needs.
- C. Hereafter, no building or structure shall be erected, reconstructed, altered, enlarged, or relocated nor shall any building, structure or premises be used for any purpose unless such action is in compliance with the provisions of this ordinance.
- D. The Town of Benicia is hereby divided into the following "Use Districts":
- | | | |
|----|---|----------------------------|
| RL | - | Residential-Low Density |
| RM | - | Residential-Medium Density |
| RH | - | Residential-High Density |
| CN | - | Commercial-Neighborhood |
| CC | - | Commercial-Community |
| CG | - | Commercial-General |
| CT | - | Commercial-Tourist |
| LI | - | Light Industrial |
| M | - | Manufacturing |
| S | - | Special Civic |
- E. The districts aforesaid and the boundaries of such districts are shown upon the map attached hereto and made a part of this Ordinance, being designated as the "Zoning Map" and said map and all the notations, references and other information shown thereon shall be as much a part of this Ordinance as if the matters and information set forth by said map were all fully described herein.

ARTICLE II

DEFINITIONS

- A. For the purposes of this ordinance, unless it is plainly evident from the context that a different meaning is intended, certain words and terms are herein defined. The word "shall" is always mandatory. Words in the present tense include the future, the singular includes the plural and the plural includes the singular.

Where the words "Planning Commission" appear they shall always mean the Planning Commission of the City of Benicia, California.

Where the word "Council" appears it shall always mean the City Council for the City of Benicia, California.

Where the words "Board of Adjustment" appear they shall always mean the Board of Zoning Adjustment of the City of Benicia, California.

Accessory Use or Building - A subordinate use, structure, building or portion of a building located on the same parcel of land as the main use or building to which it is accessory. Accessory buildings shall contain no habitable space nor shall they exceed fifteen (15) feet in height.

Alley - A public thoroughfare which affords a secondary access to abutting property.

Apartment House - A building or portion thereof, designed and intended for occupancy by three (3) or more families living independently of each other. This definition includes apartment hotels and group dwellings.

Basement - That portion of a building, between a floor and a ceiling, which is partly below the finished grade. A basement shall be considered a story unless it is used exclusively for parking, storage and/or the housing of heating equipment.

Boarding or Rooming House - A dwelling having one (1) kitchen and used to provide lodging or lodging and meals, for no more than five (5) persons other than the immediate family of the operator of the house.

Building - A roofed structure for the shelter or enclosure of persons, animals or chattels.

Building, Main - The principal building on a lot or building site designed or used to accommodate the primary use to which the premises are devoted.

Building Site - See Lot.

Dwelling Unit - A building or portion thereof providing complete housekeeping facilities for one (1) family.

Family - An individual or two (2) or more persons related by blood or marriage or a group of not more than five (5) persons living together in a dwelling unit.

Finished Grade - The average of the finished ground level of the center of all walls of a building.

Floor Area - The sum of the gross floor area of all the buildings located on one (1) building site; basements used exclusively for storage or housing of heating equipment may be excluded.

Height - The vertical distance from the finished grade to the highest point of the coping of a flat roof, or to the average height of the highest gable of a pitched or hipped roof.

Hotel - Any building containing six (6) or more guest rooms where lodging with or without meals is provided and where no provision is made for cooking in any individual room or suite. Retirement homes which offer medical care as a secondary feature are to be considered as hotels.

Lot or Building Site - A parcel of land intended to accommodate a main building together with its accessory buildings and all required yards.

Lot Area - The total number of square feet enclosed within the property lines of a parcel of land.

Motel - A hotel designed to accommodate the automobile tourist and provide parking conveniently located near each guest room.

Nursing Home - An establishment providing room and board, nursing dietary and other personal services to convalescents, invalids or aged persons. This includes convalescent homes, rest homes and other similar facilities.

Open Space - An unoccupied land that is open to the sky and which may or may not contain vegetation and landscape structures.

Parking Space - An area of appropriate dimensions containing no less than one hundred eighty (180) square feet exclusive of all area used for maneuvering, ramps, etc., and which is used exclusively for the temporary storage of motor vehicles.

Property Line - Any line bounding the ownership of a parcel of land.

Front Property Line - The property line separating any parcel of land from a street right-of-way. The owner of a corner lot may elect either property line abutting the street as the front property line provided such choice, in the opinion of a Zoning Administrator, will not be detrimental to the existing or future development of adjacent properties. When a parcel of land abuts upon two opposite streets, both abutting property lines shall be considered front property lines.

Side Property Line - The two (2) property lines that intersect a front property line. These lines may intersect at any angle and be of any length.

Rear Property Line - Any property line other than a front or side property line.

Screening - A continuous fence or wall supplemented with landscaping or an evergreen hedge or combination thereof, that effectively provides a sight-obscuring and sound-absorbing buffer around the property it encloses, and which is at least four (4) feet high and not more than six (6) feet high and is broken only for access drives and walks.

Site Coverage - The percent of the lot area which may be covered by structures having a weather tight roof.

Structure - An artificially constructed object composed of parts jointed together in some definite manner.

Yard - An open space of uniform depth or width lying between a property line and a main building.

Front Yard - A yard extending across the full width of a lot between the front property line and the main building.

Side Yard - A yard extending from the front yard to the rear yard except in the case of a corner building site when the side yard on the flanking street shall extend to the rear property line.

Rear Yard - A yard extending from one side property line to the other except as provided above in the side yard definition.

Words not defined herein shall be construed as defined in the City of Benicia Building Code.

ARTICLE III

SPACE REGULATIONS

- A. Buildings and structures shall not exceed the height limitations as specified for the Use District in which they are located. Spires, towers, domes, steeples, flagpoles, chimneys, smokestacks, or ventilators may be expected from those limitations provided no usable floor space above the height limits is added thereby.
- B. No building or structure shall be located or project into any yard required by this ordinance nor shall any yard be reduced in area or size so as to make it smaller than the minimum required dimensions.

Yards required by this ordinance for one building shall not be considered as a yard for any other building.

- C. Fences, walls and hedges are allowed to a maximum height of forty-two (42) inches when located in a front and/or side yard on a flanking street. Fences up to seventy-eight (78) inches in height may be allowed in the front and/or side yard on a flanking street provided that a portion above forty-two (42) inches in height is composed of open work such as wire, wrought iron or other suitable material and is constructed so that at least eighty per cent (80%) of any portion of such a fence is open to light and air.
- D. Corner lots located in Use Districts requiring yards shall meet the following requirement. For the purpose of traffic safety, no structure, object or growth over thirty-six (36) inches in height shall be allowed within a triangle at the intersection of the street rights-of-way.

One angle of this triangle shall be formed by the intersecting street rights-of-way and from this angle the sides measured along the property lines shall be twenty (20) feet in length; the third side of the triangle shall be a straight line connecting the aforementioned lines.
- E. Each main building hereafter erected shall be located upon a building site which meets the requirements of this ordinance. No building site shall be reduced or diminished below the minimum dimensions required herein.
- F. A lot which was of record at the time of passage of this ordinance shall qualify as a building site even though it is undersized provided it is not further reduced.

ARTICLE IV

USE REGULATIONS

- A. Accessory uses and buildings shall be permitted in conjunction with any principal use provided it is not expressly forbidden by this ordinance. Accessory buildings may be located in a rear yard.
- B. Recognizing that there may be uses not specifically mentioned herein, either because of advancing technology or for any other reason, the Zoning Inspector may permit such use to be established if it is clearly evident that the use is in conformity with the designated Permitted Uses of the Use District in which it is to be located.

ARTICLE V

NON-CONFORMITY

- A. Any use, building, structure or portions thereof which were legally established, but which because of the application of this ordinance is no longer conforming to the regulations contained herein, shall be considered as a non-conforming use or building and

may continue under the following conditions:

1. Any non-conforming building or structure may be altered or enlarged provided such alteration does not contribute to further non-conformity. A non-conforming building or structure may be relocated if such a move brings the building or structure into closer conformance with this ordinance.
2. Any structure that has been vacant for less than one (1) year prior to the adoption of this ordinance shall be classified as to use, in accordance with its previous use, arrangement, design or intended use. A structure which has been vacant longer than one year shall conform to the provisions of the Use District in which it is located.
3. Any non-conforming building or structure which is less than fifty per cent (50%) destroyed or damaged by fire, explosion or Act of God may be restored provided such restoration is begun in less than six (6) months from the date of destruction.
4. A non-conforming use may be continued provided it is not enlarged nor extended. A non-conforming use may be converted to a permitted use at any time.

ARTICLE VI

CONDITIONAL USES

- A. Certain uses, because of their unusual size, infrequent occurrence, special requirements, possible safety hazards, or detrimental effects on surrounding properties or other similar reasons, are classified as conditional uses.

A permit for the establishment of a conditional use may be granted by the Board of Adjustment provided the following conditions are complied with:

1. A public hearing shall be held prior to the issuance of the permit.
2. The Board of Adjustment may require site plans, perspective or any other device which would aid them in determining the desirability of such a use and they may impose conditions which they deem necessary to protect the neighborhood from detrimental effects.
3. Unless the following uses are designated as Permitted Uses in the pertinent Use District, each use shall comply with the conditions specified hereunder.

B. Churches

The minimum building site shall be twenty thousand (20,000) square feet.

Any new church building shall conform with all yard regulations of the Use District in which it is to be located.

No existing building shall be converted to a church use unless it complies with all conditions.

No parking shall be allowed in the front yard of a church site.

Church sponsored uses shall comply with all provisions applicable to similar uses.

C. Home Occupations

The use shall be carried on entirely within the walls of a private residence and such use shall be clearly a secondary use. The outside appearance of the home shall not show any indications of the home occupation.

The occupation may include such uses as personal, business or professional services, offices and repair shops for household items; however, veterinarian offices and clinics are prohibited and further, mechanical equipment used in a home occupation shall not be of the nature that is objectionable due to noise, dust, smoke, vibration, odor or electronic interference.

No stock in trade shall be sold or displayed on the premises.

If the occupation requires any customers or clients to visit the premises at any time, at least two (2) off-street parking spaces shall be provided in addition to the owner or operator's parking space.

Material or commodities delivered to or from the residence which are of such bulk or quantity as to require regular or frequent delivery by a commercial motor vehicle or trailer, or the parking of customer or client's automobiles in such a manner or frequency as to cause a disturbance or create a traffic hazard shall be prima-facie evidence that the occupation has become a primary business and is no longer a Home Occupation.

Once a Conditional Use permit has been obtained by the owner or operator of a Home Occupation, such permit is not transferable to another person nor can it apply to any address other than that stated on the permit.

D. Public Utilities

The need to locate such a facility on a particular site must be clearly demonstrated.

Screening may be required by the Board of Adjustment.

No outside storage shall be permitted in a residential area.

E. Schools

Minimum building site shall be one (1) entire block or sixty thousand (60,000) square feet, whichever is appropriate to the proposed location. Screening and the location of parking and buildings may be regulated by conditions imposed by the Board of Adjustment.

F. Mobile Home Parks

Mobile Home - a vehicle over twenty-five (25) feet in length which is designed for human habitation and which is or has been equipped with wheels for the purpose of transporting such vehicle from place to place. A Mobile Home is generally intended to be used as a permanent home and shall contain a flush toilet and a bath or shower.

Mobile homes shall not be used as living quarters in any location other than a duly authorized Mobile Home Park.

The minimum site for a Mobile Home Park shall be five (5) acres.

No more than ten (10) mobile homes may be located on any one (1) acre of ground.

Mobile Home Parks shall be completely and adequately served by City utilities.

Each space or lot upon which a mobile home is to be parked shall:

1. Be at least two thousand five hundred (2,500) square feet in area and have a minimum width of thirty (30) feet, such area and width shall be exclusive of automobile parking area and driveways;
2. It shall have access from an interior driveway only; and
3. The "pad" or area which the mobile home actually covers when parked shall be hard surfaced.

Buildings and structures accessory to individual mobile homes shall be allowed, provided at least fifty per cent (50%) of the space or lot shall be open space. An accessory roof or awning may be attached to a mobile home and shall be considered a part thereof. The automobile parking space, which is not computed in the space or lot area may be covered with a carport.

All drives within the Park shall be hard surfaced and there shall be no more than

one (1) ingress and egress from each public street bordering the Park.

There shall be no less than fifteen (15) feet clearance between mobile homes or any part thereof, nor shall any mobile home be located closer than ten (10) feet from any building within the Park or from any property line bounding the Park.

There shall be sight-obscuring screening on all sides of the Park.

At least five hundred (500) square feet of ground area for each mobile home space shall be made available in a centralized location or locations for recreational uses.

Access roadways, vehicle thoroughfares and recreational areas shall be provided with general area lighting of no less than .5 foot candle intensity as measured at ground level.

Electrical distribution and telephone service systems to each space or lot shall be underground except for outlets and risers at each space or lot.

ARTICLE VII

A. Parking

1. Off-street parking shall be provided to the extent required by the following schedule:
 - a. Dwellings - one (1) space per unit.
 - b. Hotels, Boarding or Rooming Houses, Hospitals, Fraternities, Sororities, etc. - one (1) space for each two (2) beds.
 - c. Business or Professional Offices, Libraries, or Museums - one (1) space for each four hundred (400) square feet of floor area.
 - d. Retail, Commercial or General Business Establishments - parking area equal to two (2) times the floor area.
 - e. Industrial and Manufacturing - one (1) space for each eight hundred (800) square feet of floor area.
 - f. Public uses, Churches, and Other uses - Space to be determined by the Board of Adjustment.

B. Loading

Off-street loading facilities shall be provided for any use which regularly receives or ships goods by motor carriers.

- C. The provision of off-street parking and loading, in the extent and manner as required herein, shall be a continuing obligation of the owner or sponsor of a given use or structure so long as the use or structure is in existence and so long as parking and loading facilities are required herein in connection therewith. It shall be unlawful to discontinue, change, or dispense with such facilities without establishing alternate facilities that meet the requirements of this chapter.

ARTICLE VIII

USE DISTRICTS

A. RL - Residential-Low Density

Permitted Uses	-	One family dwellings Parks, playgrounds and similar uses Golf courses
Conditional Uses	-	Churches Schools Fire Stations Public Utilities Home Occupations
Height Limits	-	Thirty-five (35) feet
Required Yards	-	Front - Twenty (20) feet Side (interior) - Five (5) feet Side (on street) - Ten (10) feet Rear - Twenty-five (25) feet
Lot Requirements	-	Area - Six thousand (6,000) square feet Coverage - Forty per cent (40%)

B. RM - Residential-Medium Density

Permitted Uses	-	Dwellings - four or less per structure Parks, playgrounds and similar uses Libraries
Conditional Uses	-	Churches Schools Fire Stations Public Utilities Mobile Home Parks Home Occupations

Height Limits	-	Thirty-five (35) feet
Required Yards	-	Front - Twenty (20) feet Side (interior) - Five (5) feet Side (on street) - Ten (10) feet Rear - Fifteen (15) feet
Lot Requirements	-	Area - Six thousand (6,000) square feet minimum with no less than two thousand (2,000) square feet per dwelling unit

C. RH - Residential-High Density

Permitted Uses	-	Any use permitted in R-1 Residential Apartment houses Boarding or rooming houses Business or professional office (no veterinarians) Parking facilities Libraries and Museums Lodges and Clubs Retirement homes Public offices
Conditional Uses	-	Home Occupations Churches Schools Nursing Homes Hospitals Public Utilities

Height Limits	-	Fifty (50) feet
Required Yards	-	Front - Ten (10) feet Side (interior) - Five (5) feet Side (on street) - Ten (10) feet Rear - Ten (10) feet
Lot Requirements	-	Area - Six thousand (6,000) square feet plus an additional 1,000 square feet per each dwelling unit in excess of 6 on said lot.

D. CN - Commercial-Neighborhood

Permitted Uses	-	Retail stores selling such items as food, drugs, gifts, antiques, variety goods and other small items used primarily in a private home
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Eating and Drinking Establishments
 Services such as barber, beauty shop,
 coin-operated laundries and dry clean-
 ing, repair shops for small common
 household items
 Office (excluding veterinarians)
 Public Uses and Utilities
 Parking
 Service Stations

Height Limits	-	Thirty-five (35) feet
Required Yards	-	Ten (10) feet on any yard which borders a residential district
Lot Requirements	-	Area - Five thousand (5,000) square feet Coverage - Fifty per cent (50%)

Da. CC - Commercial-Community

Permitted Uses	-	Retail stores which sell items used in and around a home; however, the sale of vehicles and building mate- rials is prohibited. Eating and Drinking Establishments Service Establishments Commercial Recreation Public and Semi-Public Uses Parking Service Stations
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Height Limits	-	Fifty (50) feet
Required Yards	-	Ten (10) feet on any yard which borders a residential district
Lot Requirements	-	No restrictions

E. CG - Commercial-General

Permitted Uses	-	All residential uses All retail stores except the following: Truck and heavy equipment sales Feed, grain and farm supply stores House trailer and boat sales All service establishments
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Commercial Recreation
Public and Semi-Public Uses
Advertising Devices

Height Limits	-	None
Required Yards	-	None
Lot Requirements	-	No restrictions

F. CT - Commercial-Tourist

Permitted Uses	-	Hotels and Motels Service Stations Eating and/or Drinking Establishments Commercial Recreation Advertising Billboards Trailer Parks Gift Shops Barber or Beauty Shops Coin-Operated Laundry and Dry Cleaning Minor Auto Repair
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Height Limits	-	Thirty-five (35) feet
Required Yards	-	Front - Ten (10) feet Side - None unless it abuts a Residential Use District in which case it shall be five (5) feet Rear - Ten (10) feet
Lot Requirements	-	Area - Five thousand (5,000) square feet Coverage - Fifty per cent (50%)

G. LI - Light Industrial

Permitted Uses	-	All retail and service establishments Wholesale and warehouses Food or drug processing Manufacture and assembly of light and small items made from previously pre- pared materials Storage facilities Machine or repair shops
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Height Limits	-	None
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	Required Yards	-	None
	Lot Requirements	-	No restrictions
H.	<u>M - Manufacturing</u>		
	Permitted Uses	-	All uses not otherwise prohibited by law except residential and those tabulated below: Explosive manufacturing Distillation of bones Rendering of inedible fat and disposal of dead animals Glue and ammonia manufacturing Slaughter houses and stockyards
	Height Limits	-	None
	Required Yards	-	None
	Lot Requirements	-	No restrictions

I. S - Special Civic

This District is created for the purpose of assuring the orderly development in the vicinity of public sites and buildings. All plans for buildings and structures will be submitted to the Planning Commission for review prior to the issuance of a building permit. Yard, height and lot requirements will be determined by the Planning Commission in each case and will be predicated upon the aesthetic and historical aspects of the design. Commercial uses will be permitted provided they are in keeping with the needs of this special district.

ARTICLE IX

USE DISTRICT BOUNDARIES

Use District boundaries, unless otherwise indicated, are lot lines or the centerline of streets and alleys as shown on the "Zoning Map". Where the street layout on the ground varies from that shown on the Zoning Map the designations shown on the map shall be applied to the streets as actually laid out so as to carry out the intent and purpose of this ordinance.

If the Use District boundary line cuts a parcel of land having a single ownership of record at the time this ordinance became effective, all such property may take the least restrictive classification, provided that the property is developed as one unit and provided that no non-

residential use shall be permitted under this provision to extend into a Residential Use District except when that portion of the property, lying within such District, has an area less than four thousand five hundred (4,500) square feet or is of such shape that it cannot be reasonably occupied by a residence.

AMENDMENTS AND REZONES

The Council may, upon its own motion and after review and recommendation of the Planning Commission, amend, supplement, or change by ordinance any of the provisions, Use District boundaries, or Use District classifications herein established.

An amendment or rezone action may be initiated by the Planning Commission upon its own motion or by any property owner or owners upon proper petition.

The Planning Commission shall hold at least one (1) public hearing on any proposed amendment or rezone prior to taking action upon the matter.

In case the Planning Commission disapproves a petition for amendment or rezone, such action shall be final unless the petitioner files a written notice of appeal with the City Clerk within ten (10) days of the date of the action being appealed.

After holding a public hearing to consider the findings and recommendations of the Planning Commission, the Council shall have the authority to confirm, alter or overrule any of the Planning Commission's recommendations and decisions.

ARTICLE X

There is hereby established a Zoning Board of Adjustment for the City of Benicia, California. It shall consist of five (5) members appointed by the Council.

Of the members of the Board of Adjustment first appointed, one shall be appointed for a term of one year, two shall be appointed for a term of two years, and two shall be appointed for a term of three years. Thereafter, the terms of office of the members of the Board of Adjustment shall be three (3) years and until their successors are appointed and qualified.

Vacancies that occur on the Board of Adjustment other than through expiration of terms shall be filled thereto by the Council. Such appointments shall be made for the unexpired portion of said term.

The Board of Adjustment shall hold not less than one (1) regular meeting in each month of each year, provided that if no issues over which the Board has jurisdiction are pending upon its calendar, a meeting may be cancelled.

The Board of Adjustment shall adopt rules for the transaction of its business and shall keep a written record of its meetings, resolutions, transactions, findings and determination, which record shall be a public record.

The action by the Board of Adjustment on an application for a Conditional Use permit or a variance, or an appeal from a decision of an administrative officer, shall be final and conclusive unless within ten (10) days from the date of said action the original applicant or an adverse party makes application to a court of competent jurisdiction for a writ or certiorari, a writ of prohibition or a writ of mandamus.

ARTICLE XI

A. Interpretation and Application

In interpreting and applying the provisions of this ordinance they shall be held to be the minimum requirements for the promotion of health, safety and general welfare of the public. Therefore, where the provisions of this ordinance impose a greater restriction upon the use of buildings and premises or upon the height of buildings and structures or requires larger open spaces than are imposed or required by other laws, ordinances, codes, easements regulations or covenants, the provisions of this ordinance shall control.

The Board of Adjustment shall review and determine any questions involving the proper interpretation or application of the provisions of this ordinance they may be requested by any property owner, tenant, government officer, department, board of commission effected. The Board's decision shall be in keeping with the spirit and intent of this ordinance and of the Comprehensive Land Use Plan.

Recognizing that there may be uses not specifically mentioned in this ordinance, either because of advancing technology or any other reason, the Building Inspector may permit such use to be established if it is clearly evident that the use is in conformity with the designated Principal Uses of the Use District in which it is to be located. When there is doubt as to the proper classification of a use, the Board of Adjustment shall rule on the matter.

A record shall be kept of all interpretations and rulings made by the Board of Adjustment and such decisions shall be binding for future administration.

B. Variances

After public hearing, the Board of Adjustment may grant variances from the provisions of this ordinance, provided that any variance granted shall be subject to such conditions as will assure that the adjustment thereby authorized shall not constitute a grant of special privilege inconsistent with the limitations upon other properties in the vicinity or Use District in which the subject property is located, and that the following circumstances are found to apply:

1. Because of special circumstances applicable to the subject property, including size, shape, topography, location or surroundings, the strict application of this ordinance is found to deprive property of rights and privileges enjoyed by other properties in the vicinity and under identical Use District classification.

2. That the granting of the variance will not be materially detrimental to the public welfare or injurious to the property or improvements in the vicinity and Use District in which the property is located.

A variance shall be valid indefinitely, provided it is exercised within one (1) year from the date such variance was approved.

C. Appeals from an Administrative Decision

Appeals may be taken to the Board of Adjustment by any person aggrieved or by any officer, department, board, or commission of the City affected by any order, requirement, permit, decision, or determination made by an administrative official in the administration or enforcement of this ordinance or any amendment thereto. Such appeals shall be filed in writing, in duplicate, with the Board of Adjustment within twenty (20) days of the date of the action being appealed.

Upon the filing of such an appeal, the Board of Adjustment shall set the time and place at which the matter will be considered. At least ten (10) days' notice of such time and place shall be given to the adverse parties of record in the case and to the official whose decision is being appealed. The officer from whom the appeal is being taken shall forthwith transmit to the Board of Adjustment all of the records such hearing is to be held. The notice shall be mailed not less than twelve (12) days prior to the hearing.

If, for any reason, testimony on any case set for public hearing cannot be completed on the day set for such hearing, the person presiding at such hearing shall, before adjournment or recess thereof, publicly announce the time and place to, and at which, said hearing will be continued and no further notice is required.

In exercising the powers granted herein, the Board of Adjustment may, in conformity with this ordinance, reverse or affirm, wholly or in part, or may modify the order, requirements, decision, or determination appealed from, and may make such order, requirement, decision or determination as should be made and, to that end shall have all the powers of the officer from whom the appeal is being taken, insofar as the decision on the particular issue is concerned, and in making its determination, the Board of Adjustment may hear any pertinent facts bearing on the case.

ARTICLE XII

A. Enforcement

This ordinance shall be enforced by an officer appointed by the City Council.

B. Licenses and Building Permits

Business and occupational licenses shall not be issued unless the applicant has a valid Certificate of Occupancy as defined hereunder.

No building permit shall be issued for the construction, alteration, or relocation of any building, structure, or part thereof unless the plans, specifications and intended use of such building or structure conforms in all respects with the provisions of this chapter. All applications for building permits shall be accompanied by a plot plan drawn to scale showing the actual dimensions of the building site, the size, use and location of existing buildings and buildings to be erected, and such other information as may be necessary to provide for the enforcement of this ordinance.

C. Certificate of Occupancy

A Certificate of Occupancy shall be obtained from the enforcing officer before any building, structure or premises may be occupied and prior to the establishment, relocation or transformation of a use.

The Certificate of Occupancy shall contain all the pertinent information deemed necessary by the Enforcing Officer in order to determine whether the building, structure, or use is in conformance with the provisions of this ordinance.

ARTICLE XIII

VIOLATIONS AND PENALTIES

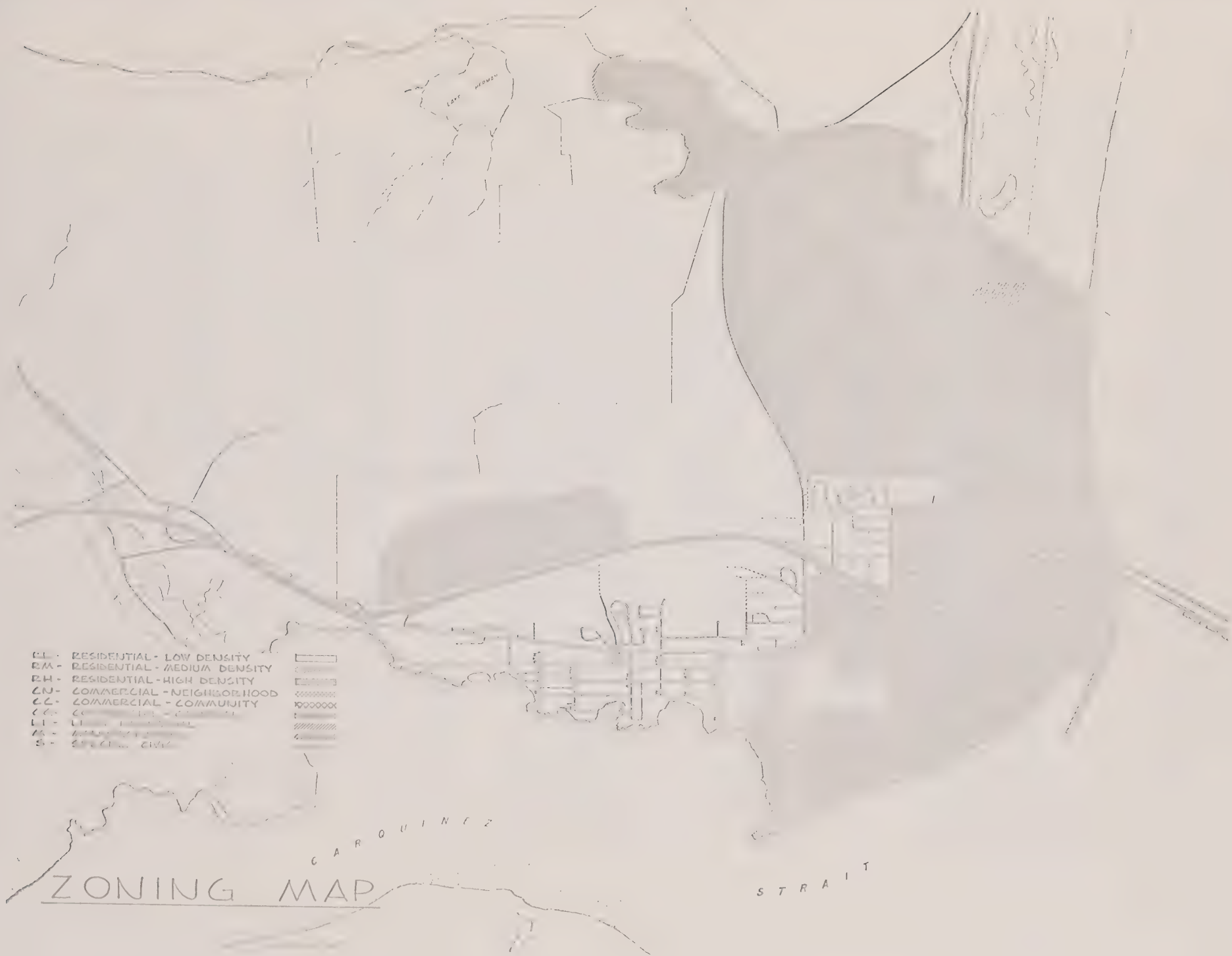
Any person, partnership, association, firm or corporation who violates, disobeys, omits, neglects or refuses to comply with or resists the enforcement of this ordinance or its provisions shall be deemed guilty of a misdemeanor and upon conviction thereof, shall be punished by a fine of not in excess of one hundred dollars (\$100.00) or by imprisonment in the city jail for a period not to exceeds thirty (30) days or both such fine and imprisonment.

Every violation of this ordinance shall be a separate and distinct offense, and in case of continuing violation every day's continuance thereof shall be deemed to be a separate and distinct offense. The existence of a criminal remedy, or the pendency of a criminal proceeding, under the provisions of the ordinance shall not be construed to affect the right of the Council to proceed through its proper officers with the enforcement of the provisions thereof by civil proceedings either at law or equity in any court of competent jurisdiction.

ARTICLE XIV

VALIDITY

Should any section, provision, clause or portion of this ordinance be declared by the courts to be invalid, the same shall not affect the validity of the ordinance as a whole or any part thereof, other than the part so declared to be invalid.



OUTLINE FOR CAPITAL IMPROVEMENT PROGRAMMING FOR THE CITY OF BENICIA, CALIFORNIA

Background

A capital improvement program is essentially a listing, by order of importance, of the major physical improvements that will be needed by a community during a given time interval. The principal restriction imposed upon any such proposed program is that it be within the financial capabilities of the municipality. Necessary pre-requisites to a capital improvement program are an analysis and projection of the community's finances and a comprehensive listing, by priority of all improvements considered.

A capital improvement is considered to be any major non-recurring physical improvement calling for an expenditure of a given amount usually not exceeding \$5,000.

The purpose of a long range capital improvement program is to provide for an orderly scheduling of physical improvements. Such a program is not a device to encourage the expenditure of more public monies, but rather a means by which an objective appraisal of needs can be made and a time sequence established for the initiation of those projects either authorized or contemplated.

Capital improvement programs generally cover a time period of from five to ten years. The basic nature of the program is such that, after the first year of the program has come to an end, the original proposals and projections are reviewed and revised as necessary and then extended one year further into the future. The program is thus, continuous. In the case of Benicia, it is suggested that the projection period be five years, or until 1970. The dynamic nature of the growth in the area would make it impractical and unrealistic to attempt projecting beyond this date.

Benefits accruing to a community through capital improvement programming are many. A few of the more obvious are as follows:

1. Assures that projects will be carried out according to priority and the municipality's financial ability.
2. Provides for a stabilized tax base since both expenditures and income are known in advance.
3. Makes possible advance acquisition of land or right-of-way, which often affords savings to the community.
4. Avoids duplication of facilities.
5. Provides for an extended design period.
6. Eliminates "rush projects".

Population

A community's size is generally measured in terms of population. As the community grows, its income and expenses also increase. In order to determine the financial position of a municipality at any given time in the future, it is necessary to project the community's population to that point in time.

The proposed General Plan for Benicia lists on page 14 a population forecast for Benicia and vicinity, based on the increased industrialization and development of the region. This forecast for the area is as shown below:

<u>Year</u>	<u>Population</u>	
	<u>Median</u>	<u>High</u>
1965	6,450	-
1970	15,200	19,400

This growth will present many problems to the city administration and makes the development of pre-engineering studies and a long range financial plan of great importance to the community.

Determination of Priorities

The determination of the priority of any particular project in relation to the remaining projects proposed is one of the key factors in capital improvement programming.

A project priority rating, once established, serves to help rank the various proposals in order of their importance and need. This ranking then aids in the allocation of available funds for capital improvements.

Various agencies and individuals have at one time or another suggested sets of criteria to aid in priority determination. The National Resources Planning Board, for example, has listed several criteria which it considered helpful in analyzing proposed projects and in determining their relative importance. Among those considered to be most applicable where the following in order of rank:

1. Protection of life
2. Maintenance of public health
3. Protection of property
4. Conservation of resources
5. Economic value
6. Maintenance of physical property
7. Provision of public services; including convenience
8. Reduction of operating costs
9. Recreational value
10. Social, cultural and aesthetic value

Another set of ranking criteria might be as follows:

1. Projects required for the existing population by reason of public health and safety.
2. Projects required for the future population by reason of public health and safety.
3. Projects which are required for the proper functioning of the community but which are not related to public health or safety at this time.

4. Projects required for the proper functioning of the community, but which are not related to public health or safety.
5. Projects that citizens of the community might consider desirable, e.g., a library, swimming pool, etc.
6. Projects, in addition to the above, that other cities of comparable size provide.

One approach in determining the priority rating of each of the proposed capital improvements is to weigh the need for the project against the two sets of criteria. This method, which has been used extensively by this firm, is carried out in this manner:

1. Assign a weighted value of priority ranging from ten for the first to one for the last for the first set of criteria.
2. Assign a weighted value of priority ranging from six for the first to one for the last for the second set of criteria.
3. Compare the two sets of priority rankings obtained and assign a final priority ranking to the improvements.

It is suggested that, for the sake of simplicity, the final priority ratings should be on a five point basis.

Capital Improvements

The following list is a compilation of capital improvement projects that will be required over the next five years. In addition, the priority and time of initiation of the project, the method of financing, estimated interest rate and loan period, the revenue source and estimated total and yearly cost to the city has been estimated.

NEEDED CAPITAL IMPROVEMENTS
CITY OF BENICIA
1965 - 1970

<u>Improvement</u>	<u>Initiation Date</u>	<u>Financing</u>
1. Water Supply, Storage and Distribution		
a. Rehabilitation of existing distribution system and alteration of supply, storage and feeder facilities to utilize the present Arsenal system.	1965-66	Guaranteed Revenue Bonds from Industry
b. Abandoning the existing treatment plant and enlarging the plant at the Arsenal. Includes revamping piping at existing filter pump station and connecting discharge lines to lines in the Arsenal to pump raw water to Pine Lake for storage		
2. Sanitary Sewer System (Primarily in Arsenal)	1965-66	General Obligation plus Revenue Bonds
3. Storm Drainage (To be based on engineering study and appraisal)	1966	Gas Tax Funds, General Obligation Bonds and Assessments
4. Street Improvements (Primarily in Arsenal)	1965	Gas Tax Funds, General Obligation Bonds and Assessments

Methods of Developing

Various methods exist for the development of a long range financial planning program. The program may be carried out in its entirety by the civic administration or an engineering and planning consultant may work in cooperation with the city in the development of the program. Costs for the preparation of such a program are eligible for "701" Housing Act funds. Under this program, up to two-thirds of the cost of the capital improvement study will be given in the form of a grant from the Housing and Home Finance Agency. In addition, the Community Facilities Administration will advance funds required to carry out engineering or architectural studies to determine the construction costs of needed projects that may be built in the immediate future. These funds are in the form of non-interest bearing advances that are required to be repaid as and when the planned improvement is constructed.

The needed steps in producing a long range financial planning program are as follows:

1. Establish the needs for improvements over the projection period. These needs must be realistic and also related to the anticipated population growth to be expected in the future.
2. Discuss the standard of service that is considered realistic for the area.
3. List the capital improvements still needed after the work and study carried out in items 1 and 2.
4. Determine a list of priorities for projects, based on the criteria given in this report. It is of value at this stage of the program to detail those projects required to be carried out in the first five year period as Priority "A", the second five year period as Priority "B", and the rest of the project period as Priority "C".
5. At this time, it will be necessary to estimate revenues for the area based upon the anticipated population. In general terms, the revenue for the community should be projected for the following income segments.
 - a. Property Tax
 - b. State Distributed Income
 - c. Utility Income
 - d. General Income (fines, fees and licenses)

6. Development of the Financial Plan is now possible. The capital expenditure needs of the area, together with current expenditures and debt service, can be balanced against the available revenues for the next five years and a planned program of development established for the community.

During each year the financial program will require revision and review of projections and proposals and extension one year further into the future. The program is thus continuous.

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